DOCUMENT RESUME

ED 478 995 CG 032 500

TITLE	Sustaining School-Community Partnerships To Enhance Outcomes for Children and Youth. A Guidebook and Tool Kit.
INSTITUTION	California Univ., Los Angeles. Center for Mental Health in Schools.
SPONS AGENCY	Health Resources and Services Administration (DHHS/PHS), Washington, DC. Maternal and Child Health Bureau.; Substance Abuse and Mental Health Services Administration (DHHS/PHS), Rockville, MD. Center for Mental Health Services.
PUB DATE	2003-00-00
NOTE	152p.
CONTRACT	U93-MC-00175
AVAILABLE FROM	Center for Mental Health in Schools, Box 951563, Los Angeles, CA 90095-1563. Tel: 310-825-3634; Fax: 310-206-8716; e-mail: smhp@ucla.edu; Web site: http://smhp.psych.ucla.edu. For full text: http://smhp.psych.ucla.edu/pdfdocs/ sustaining.pdf.
PUB TYPE	Guides - Non-Classroom (055) -- Reports - Descriptive (141)
EDRS PRICE	EDRS Price MF01/PC07 Plus Postage.
DESCRIPTORS	Academic Achievement; *Comprehensive School Reform; Educational Change; *Educational Cooperation; Elementary Secondary Education; Intervention; Outcomes of Education; *Program Development; Program Implementation; *School Community Programs; School Community Relationship; School Counseling; *Student Needs
IDENTIFIERS	*Student Support Services; *Sustainability

ABSTRACT

Too many good programs initiated as specially funded projects, pilots, and demonstrations tend to be lost when the period of special funding ends. This guide/toolkit is designed as a resource aid for those in schools and communities who are concerned about sustaining valuable initiatives and innovations. Optimally, sustainability should be a focus from day one of a project's implementation. With most projects, pilots, and demonstrations, however, the pressure of just becoming operational often means that sustainability is not a major focus until well into the work and close to the end of the temporary funding. This document has been developed with this reality in mind. The focus is on sustaining valued functions and collaborations. The material is oriented to the idea that the essence of sustainability is making systemic changes. In particular, the emphasis is on changes that lead to the integration of new developments for enhancing outcomes for children, youth, and communities into the fabric of existing support programs and services. One aspect of this involves "braiding" resources derived from various sources (e.g., projects, ongoing funding streams). Another aspect involves framing the intervention vision in terms of developing, over time, a comprehensive, multifaceted, and integrated approach that is strong and enduring. This document reflects lessons learned from the existing research base and from many years in the field. It has benefited greatly from the contributions of numerous professionals involved with the federal Safe Schools/Healthy Students initiative. It has been designed with the recognition that users will want and need to make adaptations to fit their specific circumstances and contexts. (Author)

Reproductions supplied by EDRS are the best that can be made
from the original document.

ED 478 995

Mental Health in Schools Center Training and Technical Assistance

U
C
L
A

Sustaining School-Community Partnerships to Enhance Outcomes for Children and Youth

A Guidebook and Tool Kit*

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

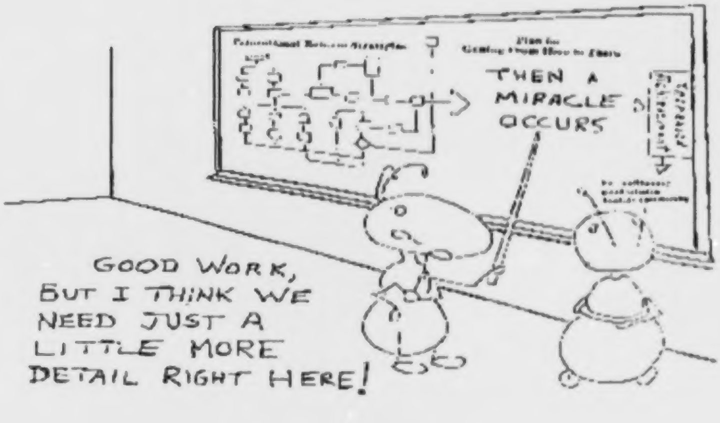
- Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY

P. NELSON

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

1


THEN A MIRACLE OCCURS
GOOD WORK, BUT I THINK WE NEED JUST A LITTLE MORE DETAIL RIGHT HERE!

*revised August, 2003

The Center for Mental Health in Schools is co-directed by Howard Adelman and Linda Taylor and operates under the auspices of the School Mental Health Project, Dept. of Psychology, UCLA
Write: Center for Mental Health in Schools, Box 951563, Los Angeles, CA 90095- 1563
Phone: (310) 825-3634 | Fax: (310) 206-8716 | E-mail: smhp@ucla.edu |
Website: http://smhp.psych.ucla.edu

Support for the Center for Mental Health in Schools comes in part from the Office of Adolescent Health, Maternal and Child Health Bureau (Title V, Social Security Act), Health Resources and Services Adm. (Project #U93 MC 00175) with co-funding from the Center for Mental Health Services, Substance Abuse and Mental Health Services Administration.

Both are agencies of the U.S. Department of Health and Human Services.

U.S. Department of Health and Human Services
HRSA
Health Resources and Services Administration
Maternal and Child Health Bureau

CMHS
Center for Mental Health Services
SAMHSA
Substance Abuse and Mental Health Services Administration

CG032500

BEST COPY AVAILABLE

Please reference this document as follows: Center for Mental Health in Schools. (2003 rev). *Sustaining School-Community Partnerships to Enhance Outcomes for Children and Youth: A Guidebook and Tool Kit.* Los Angeles, CA: Author at UCLA.

Copies may be downloaded from: http://smhp.psych.ucla.edu

If needed, copies may be ordered from:
Center for Mental Health in Schools
UCLA Dept. of Psychology
P.O. Box 951563
Los Angeles, CA 90095-1563

The Center encourages widespread sharing of all resources.

UCLA
Mental Health in Schools
Center
Training and Technical Assistance

The *Center for Mental Health in Schools* operates under the auspices of the School Mental Health Project at UCLA.* It is one of two *national centers* concerned with mental health in schools that are funded in part by the U.S. Department of Health and Human Services, Office of Adolescent Health, Maternal and Child Health Bureau, Health Resources and Services Administration -- with co-funding from the Center for Mental Health Services, Substance Abuse and Mental Health Services Administration (Project #U93 MC 00175).

The UCLA Center approaches mental health and psychosocial concerns from the broad perspective of addressing barriers to learning and promoting healthy development. In particular, it focuses on comprehensive, multifaceted models and practices to deal with the many external and internal barriers that interfere with development, learning, and teaching. Specific attention is given policies and strategies that can counter marginalization and fragmentation of essential interventions and enhance collaboration between school and community programs. In this respect, a major emphasis is on enhancing the interface between efforts to address barriers to learning and prevailing approaches to school and community reforms.

U.S. Department of Health and Human Services
HRSA
Health Resources and Services Administration
Maternal and Child Health Bureau

CMHS
Center for Mental Health Services
SAMHSA
Substance Abuse & Mental Health Services Administration

*Co-directors: Howard Adelman and Linda Taylor.
Address: Box 951563, UCLA, Dept. of Psychology, Los Angeles, CA 90095-1563.
Phone: (310) 825-3634 FAX: (310) 206-8716 E-mail: smhp@ucla.edu
Website: http://smhp.psych.ucla.edu

UCLA
Mental Health in Schools
Center
Training and Technical Assistance

About the Center's Clearinghouse

The scope of the Center's Clearinghouse reflects the School Mental Health Project's mission -- to enhance the ability of schools and their surrounding communities to address mental health and psychosocial barriers to student learning and promote healthy development. Those of you working so hard to address these concerns need ready access to resource materials. The Center's Clearinghouse is your link to specialized resources, materials, and information. The staff supplements, compiles, and disseminates resources on topics fundamental to our mission. As we identify what is available across the country, we are building systems to connect you with a wide variety of resources. Whether your focus is on an individual, a family, a classroom, a school, or a school system, we intend to be of service to you. Our evolving catalogue is available on request; and available for searching from our website.

What kinds of resources, materials, and information are available?

We can provide or direct you to a variety of resources, materials, and information that we have categorized under three areas of concern:

Specific psychosocial problems
Programs and processes
System and policy concerns

Among the various ways we package resources are our *Introductory Packets, Resource Aid Packets, special reports, guidebooks*, and *continuing education units.* These encompass overview discussions of major topics, descriptions of model programs, references to publications, access information to other relevant centers, organizations, advocacy groups, and Internet links, and specific tools that can guide and assist with training activity and student/family interventions (such as outlines, checklists, instruments, and other resources that can be copied and used as information handouts and aids for practice).

Accessing the Clearinghouse

E-mail us at	smhp@ucla.edu
FAX us at	(310) 206-8716
Phone	(310) 825-3634
Write	School Mental Health Project/Center for Mental Health in Schools, Dept. of Psychology, Los Angeles, CA 90095-1563

Check out recent additions to the Clearinghouse on our Web site:
http://smhp.psych.ucla.edu

All materials from the Center's Clearinghouse are available for order for a minimal fee to cover the cost of copying, handling, and postage. Most materials are available for free downloading from our website.

If you know of something we should have in the clearinghouse, let us know.

U.S. Department of Health and Human Services
HRSA
Health Resources and Services Administration
Maternal and Child Health Bureau

CMHS
Center for Mental Health Services
SAMHSA
Substance Abuse & Mental Health Services Administration

BEST COPY AVAILABLE

UCLA

*UCLA CENTER FOR MENTAL HEALTH IN SCHOOLS**

Under the auspices of the School Mental Health Project in the Department of Psychology at UCLA, our center approaches mental health and psychosocial concerns from the broad perspective of addressing barriers to learning and promoting healthy development. Specific attention is given policies and strategies that can counter fragmentation and enhance collaboration between school and community programs.

MISSION: ***To improve outcomes for young people by enhancing policies, programs, and practices relevant to mental health in schools.***

Through collaboration, the center will

# enhance practitioner roles, functions and competence

# interface with systemic reform movements to strengthen mentalhealth in schools

# assist localities in building and maintaining their own infrastructure for training, support, and continuing education that fosters integration of mental health in schools

****Technical Assistance *Hard Copy & Quick Online Resources***
****Monthly Field Updates Via Internet *Policy Analyses***
****Quarterly Topical Newsletter***
****Clearinghouse & Consultation Cadre***
****Guidebooks & Continuing Education Modules***
****National & Regional Networking***

Co-directors: Howard Adelman and Linda Taylor
Address: UCLA, Dept. of Psychology, 405 Hilgard Ave., Los Angeles, CA 90095-1563.
Phone: (310) 825-3634 FAX: (310) 206-8716 E-mail: smhp@ucla.edu
Website: http://smhp.psych.ucla.edu/

Support comes in part from the Office of Adolescent Health, Maternal and Child Health Bureau (Title V, Social Security Act), Health Resources and Services Administration (Project #U93 MC 00175) with co-funding from the Center for Mental Health Services, Substance Abuse and Mental Health Services Administration. Both are agencies of the U.S. Department of Health and Human Services.

Preface

Too many good programs initiated as specially funded projects, pilots, and demonstrations tend to be lost when the period of special funding ends. This guide/toolkit is designed as a resource aid for those in schools and communities who are concerned about sustaining valuable initiatives and innovations. Optimally, sustainability should be a focus from day one of a project's implementation. With most projects, pilots, and demonstrations, however, the pressure of just becoming operational often means that sustainability is not a major focus until well into the work and close to the end of the temporary funding. This document has been developed with this reality in mind.

The focus is on sustaining valued functions and collaborations. The material is oriented to the idea that the essence of sustainability is making systemic changes. In particular, the emphasis is on changes that lead to the integration of new developments for enhancing outcomes for children, youth, and communities into the fabric of existing support programs and services. One aspect of this involves "braiding" resources derived from various sources (e.g., projects, ongoing funding streams). Another aspect involves framing the intervention vision in terms of developing, over time, a comprehensive, multifaceted, and integrated approach that is strong and enduring.

This document reflects lessons learned from the existing research base and from many years in the field. It has benefitted greatly from the contributions of numerous professionals involved with the federal Safe Schools/Healthy Students initiative.* It has been designed with the recognition that users will want and need to make adaptations to fit their specific circumstances and contexts. And, hopefully, all who use it will continue to revise, improve, and expand this working draft.

---

*We especially acknowledge the Safe Schools/ Healthy Students Action Center for providing information and guidance that supported development of this document.

The Challenge:

The tendency for many projects, pilots, and demonstrations is simply to view sustainability as finding alternate resources to carry on work developed through the special funding (e.g., *"How can a get another grant."*).

The real challenge, however, is to understand that *sustainability requires a deeper understanding of systemic change and how to promote such change.*

Table of Contents

Introduction

I. Toward Understanding Sustainability 1

- A. Sustainability of What? Making a Strong Argument 3
- B. What's Involved in sustaining valued functions? 5
- C. Sustainability Conceived as a Set of Logical Stages and Steps 6

II. Some Tools and Aids for Each Stage and Step 12

- Stage 1. Preparing the Argument for Sustaining Functions 13
- Stage 2. Mobilizing Interest, Consensus, and Support Among Key Stakeholders 17
- Stage 3. Clarifying Feasibility 23
- Stage 4. Proceeding with Specific System Changes 29

III. Formative and Summative Evaluation of Efforts to Change Systems Functions 44

IV. Contextual Frameworks: Integrating with Educational Reform 49

V. Using Sustainability Activities as Opportunities to Enhance School-Community Collaborations 68

- A. Enhancing Policy for Comprehensive, Multifaceted Approaches 69
- B. Enhancing Infrastructure 70
- C. Developing Standards and Expanding the Accountability Framework 94

References 104

Appendices 106

- A. Additional Tools for Mapping Programs and Resources
- B. Social Marketing, Data, and Systemic Change
- C. Example of a 5 year plan
- D. Working with Others to Enhance Programs and Resources

Introduction

What follows is a technical assistance document designed to address sustainability as a systemic change process and in the context of school-community connections.

> The work begins with an overview of what sustainability means. It is suggested that not everything a project does may be worth maintaining and that what is maintained should be braided into the fabric of existing support programs and services designed to enhance the outcomes for children, youth, and communities.
>
> Part II includes a set of tools and aids for sustainability – with an emphasis on processes that will mobilize partners and develop effective mechanisms for system change.
>
> In the third section, the focus is on evaluating sustainability efforts. Discussed is the necessity of formulating an evaluation action plan, adopting specific benchmarks for monitoring progress, and specifying and measuring both immediate and longer-term indicators that functions are sustained.
>
> Part IV stresses that the likelihood of sustaining many valued functions and school-community connections is enhanced by connecting the work with educational reforms and school improvement planning. Basic frameworks are outlined to help guide efforts to integrate with education reforms.
>
> The fifth section reframes sustainability as an opportunity to enhance intervention and collaboration. The emphasis is on playing catalytic, planning, and follow-through roles in generating the type of systemic changes that sustain functions valued by the school and community. This includes a focus on policy and infrastructure. It also encompasses expanding intervention comprehensiveness, developing standards, and expanding the accountability framework. The intent is to enhance outcomes for all children and youth by moving initiatives for addressing barriers to student learning and promoting healthy development from the margins into the mainstream of the school and community culture.
>
> Finally, we have drawn on a variety of sources to offer a list of references and resources.

Given the various stakeholders who often are involved (e.g., Districts, schools, agencies, families), the frameworks included here are intended to provide guiding templates that can be refined by different stakeholder groups. And, while the steps outlined imply a degree of linearity, it is essential to remember that systemic change is a dynamic process, and facilitation of change requires a flexible approach.

Treat this document as a starting point in your efforts to sustain important efforts. In a real sense, it is meant to be a growing toolkit. The material can be drawn upon to develop a variety of resource aids. Feel free to use whatever you find helpful and make any adaptations that will bring the content to life.

Never doubt that a small group of thoughtful, committed people can change the world. Indeed, it is the ***only*** *thing that ever has."*

Margaret Mead

While skills and tools are a key aspect of sustaining school-community partnerships, underlying the application of any set of procedures is *motivation.*

Motivation for sustaining school-community partnerships comes from the desire to achieve better outcomes for all children & youth.

It come from hope and optimism about a vision for what is possible for all children and youth.

It comes from the realization that working together is essential in accomplishing the vision.

It comes from the realization that system changes are essential to working together effectively.

Maintaining motivation for working together comes from valuing each partner's assets and contributions.

When a broad range of stakeholders are motivated to work together to sustain progress, they come up with more innovative and effective strategies than any guidebook or toolkit can contain.

Part I. Toward Understanding Sustainability

A. Sustainability of What? Making a Strong Argument

B. What's Involved in sustaining valued functions?

C. Basic Stages and Steps

> We are confronted with
> insurmountable opportunities.
>
> Pogo

I. Toward Understanding Sustainability

A dictionary definition indicates that *to sustain* is

> *to keep in existence; to maintain;*
>
> *to nurture; to keep from failing; to endure*

Another way to view sustainability is in terms of institutionalizing system changes. As Robert Kramer states:

> *Institutionalization is the active process of establishing your initiative – not merely continuing your program, but developing relationships, practices, and procedures that become a lasting part of the community.*

Few will argue with the notion that something of value should be sustained if it is feasible to do so. Thus, the keys to sustainability are clarifying value and demonstrating feasibility. Both these matters are touched upon on the following pages.

"The Board meeting is called to order: the problem for today is whether to hire 3 security guards or 2 teachers."

A. Sustainability of What? Making a Strong Argument

Presenting a *strong* argument that there is something of value to sustain begins with understanding what is likely to be a *weak* argument.

Weak arguments. One of the most pressing concerns to the staff of a specially funded project is sustaining their jobs when the project ends. The desire for maintaining one's job is more than understandable. The problem is that this is the weakest case that can be made for sustaining a program. Also weak is any argument that advocates for sustaining *all* facets of a complex and expensive program. Decision makers want to know which facets are really necessary to achieve outcomes and which are nice but unessential accessories.

> **Strong arguments** focus on *specific functions* that are essential to achieving highly valued outcomes and that will be lost when a project ends.
>
> **Strong arguments** connect the functions to be sustained with the overall vision and mission of the institutions that are being asked to sustain them and clarify cost-effective strategies for doing so.
>
> **Strong arguments** are framed within a "big picture" context of school and community efforts to (a) address barriers to development and learning and b) promote healthy development (see Parts II, IV, and V).*

*Part II of this document offers some basic frameworks as guides to clarifying the current status of the local "big picture" context. *The frameworks reflect the growing understanding that schools and communities (including institutions of higher education) must work closely together in order to meet their overlapping goals.*

In Parts IV and V, the discussion stresses that, while informal school and community linkages are relatively simple to acquire, establishing major long-term connections is complicated, especially when the goal is to strengthen youth, their families, and the community. Achieving such goals requires vision, cohesive policy, leadership, and a relentless commitment to sustaining key functions and structural mechanisms.

B. What's involved in sustaining valued functions?

Sustainability involves a host of complementary activities. The figure on the following page can be used as a framework for understanding major matters for consideration in planning, implementing, sustaining, and going-to-scale. The framework can be converted into a template and benchmarks to aid in planning initiatives and monitoring progress. With specific respect to sustainability, the key considerations include:

(1) Nature and scope of focus

For example:
What specific functions are to be sustained (e.g., specific interventions or program packages)
Will one or more sites/organizations be involved?
Is the intent to make system-wide changes?

(2) Key facets related to undertaking any area of focus

Ongoing social marketing
Articulation of a clear, shared vision for the work
Ensuring there is a major policy commitment from all participating partners
Negotiating partnership agreements
Designating leadership
Enhancing/developing an infrastructure based on a clear articulation of essential functions (e.g., mechanisms for governance and priority setting, steering, operations, resource mapping and coordination; strong facilitation related to all mechanisms)
Redeploying resources and establishing new ones
Building capacity (especially personnel development and strategies for addressing personnel and other stakeholder mobility)
Establishing standards, evaluation processes, and accountability procedures

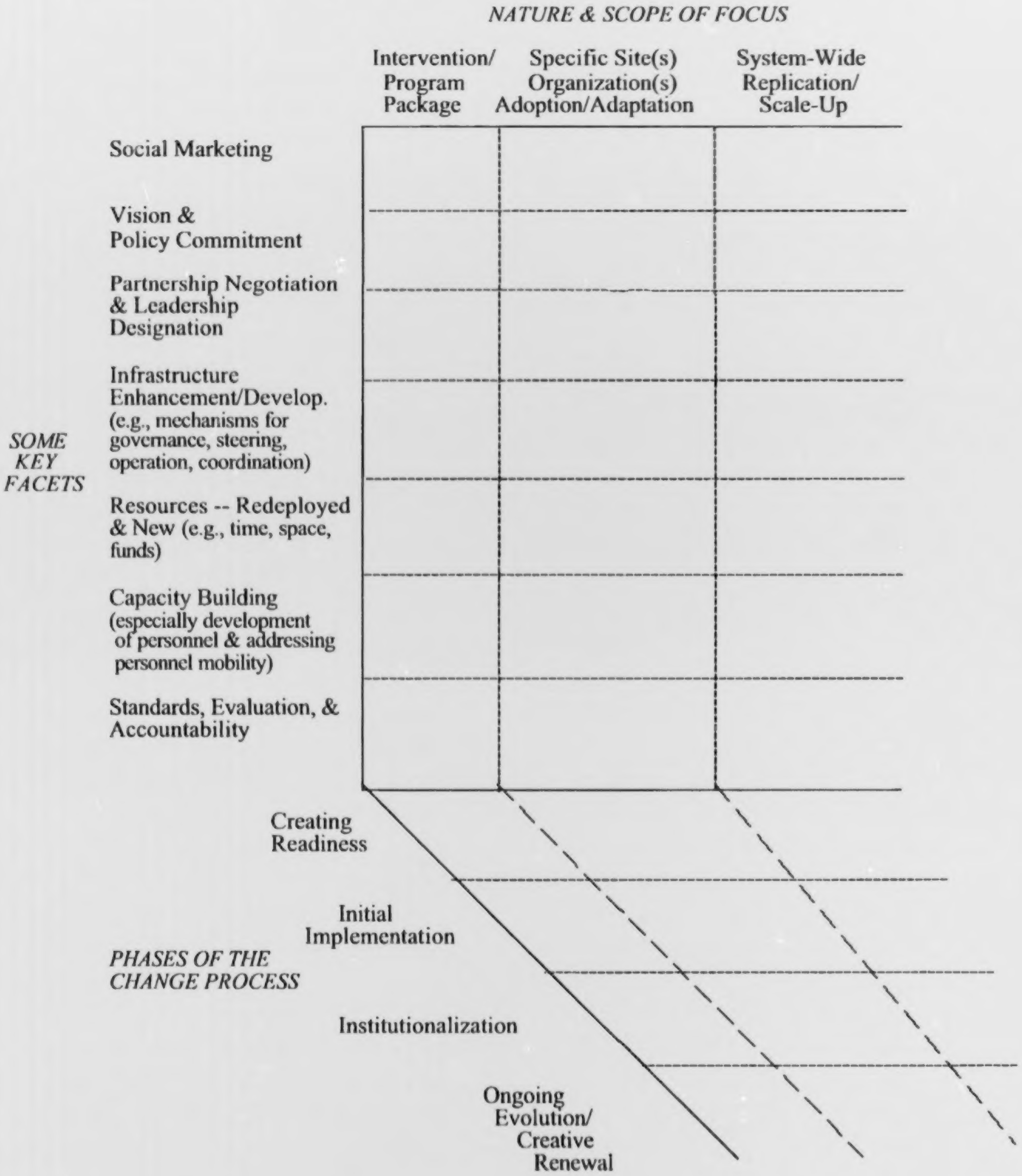
(3) Phases related to making systemic changes

Creating readiness (motivation and capability – enhancing the climate/culture for change)
Initial implementation (phasing-in the new with well-designed guidance and support)
Institutionalization (maintaining and sustaining the new)
Ongoing evolution and creative renewal

To guide specific action planning related to sustaining specific functions and systemic changes, the process can be conceived as involving four stages:

>Preparing the argument for sustaining functions
>Mobilizing interest, consensus, and support among key stakeholders
>Clarifying feasibility
>Proceeding with specific system changes

Figure. New Initiatives:
Considerations Related to Planning, Implementing, Sustaining, and Going-to-Scale


NATURE & SCOPE OF FOCUS
Intervention/ Program Package
Specific Site(s) Organization(s) Adoption/Adaptation
System-Wide Replication/ Scale-Up
SOME KEY FACETS
Social Marketing
Vision & Policy Commitment
Partnership Negotiation & Leadership Designation
Infrastructure Enhancement/Develop. (e.g., mechanisms for governance, steering, operation, coordination)
Resources -- Redeployed & New (e.g., time, space, funds)
Capacity Building (especially development of personnel & addressing personnel mobility)
Standards, Evaluation, & Accountability
PHASES OF THE CHANGE PROCESS
Creating Readiness
Initial Implementation
Institutionalization
Ongoing Evolution/ Creative Renewal

In discussing approaches for sustaining "community schools," the Coalition for Community Schools (2000) offers a range of "principles." In particular, the Coalition highlights the importance of policies and practices that

use school-community teams at the site level to integrate resources and strategies

honor and encourage existing school-community governance arrangements

support local decision making

improve coordination of funding streams

build infrastructure

negotiate joint-use agreements

strengthen pre-service and in-service development

support inter-professional initiatives

create and sustain capacity-building organizations

C. Sustainability Conceived as a Set of Logical Stages and Steps

Although the phases of systemic change are rather self-evident, the intervention steps are less so. As a guide for those working on sustainability and system change, we have drawn on a range of models to delineate key steps related to the first two phases.

Below, we highlight 16 steps (organized into four "stages"). *Part II offers concrete examples and some specific tools and aids related to each* step.

Remember, this formulation of stages and steps is designed to *guide* thinking about sustainability and systemic change . It is not meant as a rigid format for the work. More important than any set of steps is building a cadre of stakeholders who are motivationally ready and able to proceed. Thus, an overriding concern in pursuing each of these steps is to do so in ways that enhance stakeholders' readiness to make necessary systemic changes. A particularly persistent problem in this respect is the fact that stakeholders come and go. There are administrative and staff changes; some families and students leave; newcomers arrive; outreach brings in new participants. The constant challenge is to maintain the vision and commitment and to develop strategies to bring new stakeholders on board and up-to-speed. Addressing this problem requires recycling through capacity building activity in ways that promote the motivation and capability of new participants.

Stage 1: Preparing the Argument for Sustaining Valued Functions

The process begins by ensuring that advocates for sustaining specific functions understand the "big picture" context in which such functions play a role (see Part IV). Of particular importance is awareness of prevailing and pending policies, institutional priorities, and their current status. All major sustainability efforts must be framed within the big picture context. Thus, the first four steps involve:

(1) Developing an understanding of the local "Big Picture" for addressing problems and promoting development (e.g., become clear about the school and community vision, mission statements, current policy, major agenda priorities, etc.)

(2) Developing an understanding of the *current status* of the local big picture agenda (e.g., priorities, progress toward goals)

(3) Clarifying how specific functions have contributed to the big picture agenda (e.g., providing data on results) and where the functions fit in terms of current policy and program priorities

(4) Clarifying what valued functions will be lost if the school(s) and community do not determine ways to sustain them

Stage 2: Mobilizing Interest, Consensus, and Support among Key Stakeholders

(5) Identifying champions for the functions and clarifying the mechanism(s) for bringing a broad base of supporters together to work on sustainability

(6) Clarifying cost-effective strategies for sustaining functions (e.g., focusing on how functions can be integrated with existing activity and supported with existing resources, how some existing resources can be redeployed and braided to sustain the functions, how economies of scale can be achieved, how current efforts can be used to leverage new funds)

(7) Planning and implementing a "social marketing" strategy to mobilize a critical mass of stakeholder support

(8) Planning and implementing strategies to obtain the support of key policy makers, such as administrators, school boards, etc.

Stage 3: Clarifying Feasibility

The preceding steps all contribute to creating initial readiness for making decisions to sustain valued functions. Next steps encompass formulating plans that clarify specific ways the functions can become part of the ongoing big picture context. Such plans reflect an agreed upon "theory of change" (e.g., logic model). Stage 3 steps include:

(9) Clarifying how the functions can be institutionalized through existing, modified, or new *infrastructure* of organizational and operational mechanisms (e.g., for leadership, administration, capacity building, resource deployment, integration of efforts, etc.)

(10) Clarifying how necessary changes can be accomplished (e.g., change mechanisms – steering change, external and internal change agents, underwriting for the change process)

(11) Formulating a longer-range strategic plan for maintaining momentum, progress, quality improvement, and creative renewal

By this point in the process, the following matters should have been clarified: (a) what valued functions could be lost, (b) why they should be saved, and (c) who can help champion a campaign for saving them. In addition, strong motivational readiness for the necessary systemic changes should have been established.

Stage 4: Proceeding with Specific Systemic Changes

At this juncture, the next steps to save threatened functions involve:

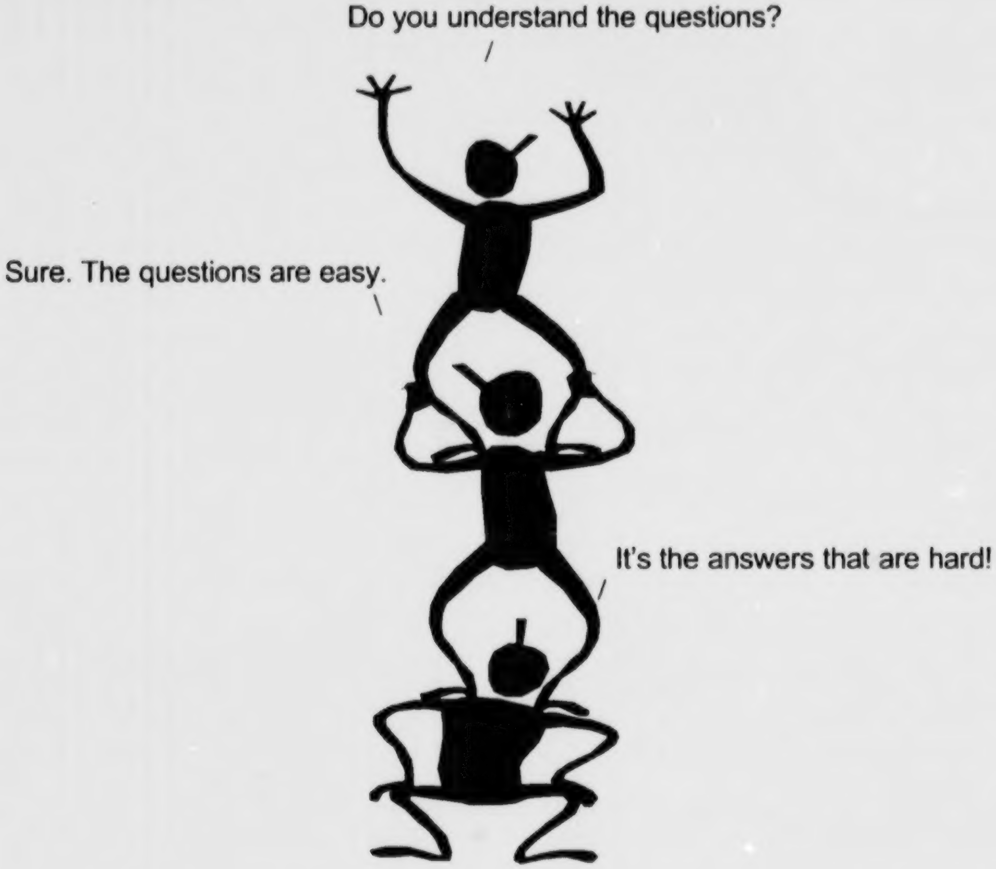
(12) Assessing readiness to proceed with specific systemic changes

(13) Establishing an infrastructure and action plan for carrying out the changes

(14) Anticipating barriers and how to handle them

(15) Negotiating or renegotiating initial agreements (e.g., memoranda of understanding)

(16) Flexible and adaptive implementation with a focus on maintaining high levels of commitment to accomplishing desirable and necessary systemic changes (e.g., ensuring each task/objective is attainable; ensuring effective task facilitation and follow-through; negotiating long-term agreements and policy; celebrating each success; renewal)


Do you understand the questions?
Sure. The questions are easy.
It's the answers that are hard!

Part II. Some Tools and Aids for Each Stage and Step

A. Preparing the Argument for Sustaining Functions

B. Mobilizing Interest, Consensus, and Support among Key Stakeholders

C. Clarifying Feasibility

D. Proceeding with Specific Systemic Changes

A guidebook is not a blueprint.
It is more like an architect's notes and sketches.
Use it flexibly and in ways that respond to the
unique characteristics of settings and stakeholders.

II. Some Tools and Aids for Each Stage and Step

This section offers some specific tools and aids as resources. They are simply examples to be adapted or to be replaced by others to meet the needs of particular situations. Additional tools and aids should be created as necessary.

Stage 1. Preparing the Argument for Sustaining Functions

Step 1. **Developing an understanding of the local "Big Picture" for addressing problems and promoting development (e.g., become clear about the school and community vision, mission statements, current policy, major agenda priorities, etc.)**

Step 2. **Developing an understanding of the *current status* of the local big picture agenda (e.g., priorities, progress toward goals)**

Those seeking to sustain specific functions need to understand the school and community vision, mission statements, current policy, major agenda priorities, etc. and the *current status* of the local big picture agenda. Such an understanding will allow them to make the type of analyses upon which to base their arguments and do planning.

If those seeking to sustain specific functions do not have a big picture perspective, they should:

Ask for copies of vision, mission, and policy statements and planning documents.

If there is not enough information from these sources, convene a knowledgeable group and draft a big picture overview as a basis for proceeding. *(See aid on the next page for some group session guidelines.)*

Gather and/or do some of mapping of overviews of current activity, initiatives, resources, collaborations, etc. *(see Appendix A).*

In the process of doing all this, it is important to pay particular attention to how the work fits into the big picture and begin thinking about what of value needs to be sustained after project funding ends.

Then, consider (a) how these functions can be integrated with existing activity and supported with existing resources, (b) how some resources can be redeployed to sustain the functions, and (c) how current efforts can be used to leverage new funds.

Aid:

Understanding the Big Picture:

Shared Hopes for the Future of
Our Children, Families, Schools, and Neighborhood

Note to participants: We have invited you to this session to help us better understand the school and community vision, current policy, major agenda priorities, etc. and the *current status* of the local agenda for the future of children, families, schools, and the neighborhood. Based on what is shared here, we will write up a working draft as a guide for future discussions and planning.

The three questions we want to explore are:

(1) What is the current vision for school/community improvement?

(2) What are current agenda priorities for improving school/community?

(3) How does current vision/mission/policy address barriers to student learning?

If you would like, we can take the first part of the meeting for making a few notes as individuals or in pairs before the discussion.

After the discussion, we will outline the consensus of the group with respect to each question.

Note: Be certain to (a) provide a clear introduction to the group about the purpose of the task, (b) ensure good facilitation (e.g., acknowledging and validating ideas, recording ideas) and (c) develop a specific plan for follow-up.

Step 3. **Clarifying how specific functions have contributed to the big picture agenda (e.g., providing data on results)and where the functions fit in terms of current policy and program priorities**

Step 4. **Clarifying what valued functions will be lost if the school(s) and community do not determine ways to sustain them**

Three basic question need to be answered here:

*What functions are of concern (i.e., may not be sustained)?**

What evidence is there of their value?

Which of the valued functions will be lost?

The example on the following page illustrates the type of tool that can aid in answering these questions. The example uses the major elements and functions specified in the original grant application for the federal Safe Schools, Healthy Students initiative. For each item, project staff (and other initiative stakeholders) are to indicate whether it was implemented, any evidence of its value, and the current likelihood of its being sustained when project funding ends. Finally, for those valued functions that are in danger of disappearing, staff indicate which partners should be encouraged to sustain each function.

*The term functions is used here for a range of activity, including developing, planning, implementing, coordinating, integrating, and enhancing specific services, programs, and systems, as well as efforts to develop comprehensive, multifaceted approaches.

Tool: GUIDE FOR CLARIFYING WHAT FUNCTIONS WILL BE LOST

(using a Safe Schools/Healthy Students project as an example – adapt to fit your work)

The following are the six elements of the federal Safe Schools/Healthy Students initiative. For each of the functions that have been implemented to date, clarify the evidence of their value and which of the valued functions are in danger of being lost.

What functions has the project implemented?	***What evidence is there of their value?***	***Which of the valued functions will be lost?***
Safe School Environment: >Partnership with law enforcement >Redesign school facilities >Develop security measures		
Drug & Violence Prevention: >Family & comm. involvement >Reshape attitudes >Effect laws >Recreation and mentoring		
School/Community Mental Health: >Screen and assess >School-based prev. & early intervention >Referral & follow-up >School training/consultation >Support to families		
Early Childhood Psychosocial and Emotional Devel. Programs >Prevention programs >Special assistance to youngster/families		
Education Reform: >Teacher training >Afterschool programs >Alternatives to discipline >Smaller Classes		
Safe School Policies: >Clear standards >Discipline code >Teach positive behavior >Evidence based prevention >Truancy programs >Reintegrate juvenile justice >Information systems >Parent & comm. involvement		

Note: The intent here is for all involved to (a) clarify the range of interventions, (b) provide a focus for sharing early data on outcomes, and (c) highlight what will be lost if the work is not sustained.

Stage 2. Mobilizing Interest, Consensus, & Support Among Key Stakeholders

Step 5. **Identifying champions for the functions and clarifying mechanism(s) for bringing a broad base of supporters together to work on sustainability**

Step 6. **Clarifying cost-effective strategies for sustaining functions**

Engaging several highly visible and respected "champions" is a good place to begin mobilizing stakeholder support. For school and community efforts, this means leaders from both sectors.

At the same time, it is important to begin making the case that functions can be maintained in a cost-effective manner. Part of this involves amassing any results-oriented data; another aspect is clarifying how existing resources can be used to sustain them.

On the following pages are:

a brief listing of points to think about in *underwriting* the change process

a tool for focusing discussion about the above steps

A basic funding principle is that no single source of or approach to financing is sufficient to underwrite major systemic changes.

Thinking About Financing

Opportunities to Enhance Funding

Reforms that enable redeployment of existing funds away from redundant and/or ineffective programs

Reforms that allow flexible use of categorical funds (e.g., waivers, pooling of funds)

Health and human service reforms (e.g., related to Medicaid, TANF, S-CHIP) that open the door to leveraging new sources of MH funding

Accessing tobacco settlement revenue initiatives

Collaborating to combine resources in ways that enhance efficiency without a loss (and possibly with an increase) in effectiveness (e.g., interagency collaboration, public-private partnerships, blended funding)

Policies that allow for capturing and reinvesting funds saved through programs that appropriately reduce costs (e.g., as the result of fewer referrals for costly services)

Targeting gaps and leveraging collaboration (perhaps using a broker) to increase extramural support while avoiding pernicious funding

Developing mechanisms to enhance resources through use of trainees, work-study programs, and volunteers (including professionals offering pro bono assistance).

For More Information

The Internet provides ready access to info on funding and financing.

Regarding funding, see:

>*School Health Program Finance Project Database* – http://www2.cdc.gov/nccdphp/shpfp/index.asp

>*School Health Finance Project of the National Conference of State Legislators* – http://ncsl.org/programs/health/pp/schlfund.htm

>*Snapshot from SAMHSA* – http://www.samhsa.gov

>*The Catalog of Federal Domestic Assistance* – www.gsa.gov/

>*The Federal Register* – www.access.gpo.gov/GPOAccess

>*GrantsWeb*–http://www.research.sunysb.edu/research/kirby.html

>*The Foundation Center* – http://fdncenter.org

>*Surfin' for Funds* – guide to web financing info http://smhp.psych.ucla.edu/ (search *Quick Find*)

Regarding financing issues and strategies, see:

>*The Finance Project* – http://www.financeproject.org
>*Center for Study of Social Policy* – http://www.cssp.org
>*Center on Budget and Policy Priorities* – http:www.cbpp.org
>*Fiscal Policy Studies Institute* – www.resultsaccountability.com

To foster service coordination, there are several ways to use existing dollars provided to a district by the federal government. For example, some districts use funds from Title I of the No Child Left Behind Act based on a provision that encourages steps to foster service coordination for students and families. A similar provision exists in the 1997 reauthorization of the Individuals with Disabilities Education Act. Other possible sources are Community MH Services block grant, funds related to after school programs, state-funded initiatives for school-linked services, etc.

Getting Ready to Mobilize Support

(1) What valued functions might disappear when the project ends	(2) Who might champion this activity?	(3) Could this function be sustained by:			
		(a) Integrating?	(b) Redeploying?	(c) Leveraging?	(d) Budgeting?
____________	________	______	______	______	______
____________	________	______	______	______	______
____________	________	______	______	______	______
____________	________	______	______	______	______
____________	________	______	______	______	______
____________	________	______	______	______	______

(a) integrating = making functions a part of existing activity – no new funds needed.

(b) redeploying = taking existing funds away from less valued activity.

(c) leveraging = clarifying how current investments can be used to attract additional funds.

(d) budgeting = rethinking or enhancing current budget allocations.

Note: This type of form is meant only as a stimulus for focusing effort related to the tasks at hand. It is particularly useful as a stimulus for group discussion. As with all tools, however, it is only useful to a group if there is good facilitation (e.g., the purpose of the task is clearly introduced, ideas are acknowledged, validated, and recorded, and follow-up is well-planned).

Step 7. **Planning and implementing a "social marketing" strategy to mobilize a critical mass of stakeholder support**

Step 8. **Planning and implementing strategies to obtain the support of key policy makers**

To foster a critical mass of stakeholder support for efforts to change programs and systems, it becomes necessary to enter into the realm of "social marketing" – including the use of an evidence base for moving in new directions. For a brief introduction to these matters, see Appendix B.

On the next page is an example of a survey process designed to accomplish the following:

>inform the school-community about the initiative and its broad goals

>enhance readiness for convening groups to share the broad vision and goals and for follow-up action planning

>elicit involvement in leadership, including identifying possible champions

>clarify concerns

>provide staff and other stakeholders with information that allows them to plan school-community meetings (e.g., timing, grouping, agenda, speakers, etc.) as part of efforts to mobilize a broad base of supporters

The process can be used to

launch an initiative

inform the school-community of programs and services and integrate them

anticipate the end of the funding cycle to transition functions for sustaining the effort

Survey (using a Safe Schools/Healthy Students project as an example – adapt to fit your work)

SCHOOL-COMMUNITY ENGAGEMENT FOR SUSTAINING THE BENEFITS OF THE SAFE SCHOOLS/HEALTHY STUDENTS PROGRAMS

The Safe Schools/Healthy Students initiative was designed to assist school districts to implement and enhance community wide safe and healthy development strategies. The intent is to use the funds to support or enhance a comprehensive, integrated strategy for an entire district.

> "A critical feature of the Initiative is the linking and integration of existing and new services and activities into a comprehensive approach to violence prevention and healthy development that reflects the overall vision for the community, not the isolated objectives of a single activity." (from Safe Schools/Healthy Students application)

While project staff have initiated a number of programs and processes to address safe and healthy development, the next step is to better integrate the new activities into the fabric of the community. This step calls for involving more school and community representatives in the planning process.

To sustain the benefits of the Safe Schools/Healthy Students initiative, we need your ideas:

1. We plan to have a series of meetings with various groups to share the current activities of the initiative and discuss ways these activities can be integrated into ongoing school and community systems. What groups and what key individuals do you think should be included in these meetings? (e.g., School Board, Chamber of Commerce, Superintendent and District Administrators, Mayor and City officials, School supervisors of support services, community agency directors, providers of services, law enforcement providers, other collaboratives working on similar concerns, others)

2. These meetings are intended to strengthen integrated school-community plans for safe and healthy development for all children and youth. What do you think is the best strategy? One way is to have a few large group presentations so everyone shares the same vision, followed by smaller groups to plan ways to implement next steps. What do you think of this? What other ideas do you have?

3. We would like to identify key leaders to help steer this process. Who do you think should be included? Are you interested?

4. What timing would be best for these meetings? (e.g. start now, wait for summer, fall?)

5. Do you have any concerns about proceeding with this process?

6. Do you have specific hopes for the outcome of this process or other ideas?

Your Name____
Your organization__________________________Position________________
Phone_____________Email_________________Fax____________________
Address____
Please return this to_______________________________

We want to involve a wide a range of school-community members to participate, so please copy and share this with others who might be interested.

We will let you know the plans for the next steps. Thanks for your help.

Stage 3. Clarifying Feasibility

Step 9. **Clarifying how the functions can be institutionalized through existing, modified, or new *infrastructure* of organizational and operational mechanisms**
(e.g., for leadership, administration, capacity building, resource deployment, integration of efforts, etc.)

It is essential to do a careful analysis of existing infrastructure (e.g., organizational and operational mechanisms) with a view to the role they might play in saving threatened functions. The process begins with a review of the list of valued functions that is in danger of disappearing.

Then, the tool on the next page can be used to do the following:

Make a list of existing mechanisms for leadership, administration, working together, capacity building, resource deployment, integration of efforts, etc.

Based on understanding of the current big picture agenda, make a brief case for

>which of the valued functions could be maintained through existing mechanisms?

>which could be maintained if existing mechanisms were modified to some degree? (Specify the type of modifications that would be required.)

>which of the listed functions would require new mechanisms? (Specify what mechanisms would need to be added.)

Tool:

Analysis of Mechanisms

1. What are the existing mechanisms in your school and community for pursuing/ integrating intervention efforts?

Key leaders?

Interagency administrative groups?

Collaboratives to enhance working together?

Interdisciplinary bodies?

Workgroups to map, analyze, and redeploy resources?

Resource coordinating groups to enhance integration of effort?

Other (specifify)

2a. Which of these mechanisms would address your concern about functions that might be lost? (e.g., Is there any group that could champion the functions?)

2b. What changes might need to be made in the existing mechanisms to better address your concerns? (e.g., more involvement of leadership from the school? broadening the focus of existing teams to encompass an emphasis on how resources are deployed?)

2c. What new mechanisms are required to ensure the functions can be sustained? (e.g., establishment of a resource council for the feeder pattern of schools and their surrounding community?)

Step 10. **Clarifying how necessary changes can be accomplished (e.g., change mechanisms – steering change, external and internal change agents, underwriting for the change process)**

Mechanisms for Facilitating Systemic School and Community Changes

(From materials developed by the *Center for Mental Health in Schools* at UCLA)

Currently, any school where a significant number of students are not performing well is under the gun to reform and restructure. This has led to many initiatives for major systemic school change and school-community linkages. Often, the complexity of the systemic changes involved requires knowledge and skills not currently part of the professional preparation of those called on to act as change agents. For example, few school professionals assigned to make major reforms have been taught how to create the necessary motivational readiness among a critical mass of stakeholders, nevermind knowing how to institutionalize and facilitate replication and scale-up of new approaches.

Substantive changes require guidance and support from professionals with mastery level competence for creating a climate for change, facilitating change processes, and establishing an institutional culture where key stakeholders continue to learn and evolve. For instance, a considerable amount of organizational research in schools, corporations, and community agencies outlines factors for creating a climate for institutional change.

The literature supports the value of

> a high level of policy commitment that is translated into appropriate resources (leadership, space, budget, time);
>
> incentives for change, such as intrinsic-ally valued outcomes, expectations for success, recognition, and rewards;
>
> procedural options from which those expected to implement change can select those they see as workable;
>
> a willingness to establish mechanisms and processes that facilitate change efforts, such as a governance mechanism that adopts ways to improve organizational health;
>
> use of change agents who are perceived as pragmatic – maintaining ideals while embracing practical solutions;
>
> accomplishing change in stages and with realistic timelines,
>
> providing progress feedback,
>
> institutionalizing support mechanisms to maintain and evolve changes and to generate periodic renewal.

Understanding concepts such as empowering settings and enhancing a sense of community also can make a critical difference.

Building on what is known about organizational change, our Center staff for many years has been working on a change model for use in establishing, sustaining, and scaling-up school and community reforms. In this context, we have identified several *temporary* mechanisms that can be put in place to facilitate and guide systemic change.

Once systemic changes are accomplished effectively, all temporary mechanisms are phased out – with any essential new roles and functions assimilated into regular structural mechanisms.

To illustrate the infrastructure context, it helps to think in terms of four key temporary mechanisms that we view as essential to successful systemic change. These are: (1) a site-based *steering* mechanism to guide and support replication, (2) a site-based *change team* (consisting of key site-stakeholders) that has responsibility for coalition building, implementing the strategic plan, and maintaining daily oversight (including problem solving, conflict resolution, and so forth), (3) a *change agent* (e.g., organization facilitator) who works with the change team and has full-time responsibility for the daily tasks involved in creating readiness and the initial implementation of desired changes, and (4) *mentors* and *coaches* who model and teach specific elements of new approaches.

> ***Steering.*** When it comes to schools, systemic change requires shifts in policy and practice at several levels (e.g., a school, a "family" of schools, a school district). Each jurisdictional level needs to be involved in one or more steering mechanisms. A steering mechanism can be a designated individual or a small committee or team. The functions of such mechanisms include oversight, guidance, and support of the change process to ensure success. If a decision is made to have separate steering mechanisms at different jurisidictional levels, an interactive interface is needed between them. And, of course, a regular, interactive interface is essential between steering and organizational governance mechanisms. The steering mechanism is the guardian of the "big picture" vision.
>
> ***Change Agent and Change Team.*** During replication, tasks and concerns must be addressed expeditiously. The main work revolves around planning and facilitating:
>
> infrastructure development, maintenance, action, mechanism liaison and interface, and priority setting
>
> stakeholder development (coaching – with an emphasis on creating readiness both in terms of motivation and skills; team building; providing technical assistance; organizing basic "interdisciplinary and cross training")
>
> communication (visibility), resource mapping, analyses, coordination, and integration
>
> formative evaluation and rapid problem solving
>
> ongoing support

To these ends, a full time agent for change plays a critical role. Some years ago we developed a position called an *Organization Facilitator* to aid with major restructuring (Adelman, 1993; Adelman & Taylor 1997; Center for Mental Health in Schools, 1999a; 1999b; Taylor, Nelson, & Adelman, 1999). This specially trained change agent embodies the necessary expertise to help school sites and complexes implement and institutionalize substantively new approaches. Such an individual might be used as a change agent for one school or a group of schools. A cadre of such professionals might be used to facilitate change across an entire district. The focus might be on changes in a few key aspects or full-scale restructuring.

One of this facilitator's first functions is to help form and train an on-site change *team*. Such a team (which includes various work groups) consists of personnel representing specific programs, administrators, union chapter chairs, and staff skilled in facilitating problem solving and mediating conflicts. This composition provides a blending of outside and internal agents for change who are responsible and able to address daily concerns.

With the change agent initially taking the lead, members of the change team (and its work groups) are catalysts and managers of change. As such, they must ensure the "big picture" is implemented in ways that are true to the vision and compatible with the local culture. Team members help develop linkages among resources, facilitate redesign of regular structural mechanisms, and establish other temporary mechanisms. They also are problem solvers – not only responding as problems arise but taking a proactive stance by designing strategies to counter anticipated barriers to change, such as negative reactions and dynamics, common factors interfering with working relationships, and system deficiencies. They do all this in ways that enhance empowerment, a sense of community, and general readiness and commitment to new approaches. After initial implementation, they focus on ensuring that institutionalized mechanisms take on functions essential to maintenance and renewal. All this requires team members who are committed each day to ensuring effective replication and who have enough time and ability to attend to details.

Mentors and Coaches. During initial implementation, the need for mentors and coaches is acute. Inevitably new ideas, roles, and functions require a variety of stakeholder development activities, including demonstrations of new infrastructure mechanisms and program elements. An Organization Facilitator is among the first providing mentorship. The change team must also identify mentors indigenous to a particular site and others in the system who have relevant expertise. To expand the local pool, other stakeholders can usually be identified and recruited as volunteers to offer peer support. A regularly accessible cadre of mentors and coaches is an indispensable resource in responding to stakeholders' daily calls for help. (Ultimately, every stakeholder is a potential mentor or coach for somebody.) In most cases, the pool will need to be augmented periodically with specially contracted coaches.

(Part V covers more about infrastructure, and some relevant references are offered at the end of the document.)

Working together helps light the way.

Step 11. **Formulating a longer-range strategic plan for maintaining momentum, progress, quality improvement, and creative renewal.**

As first steps toward longer-range strategic planning, it is helpful to revisit the big picture vision and what is currently taking place in order to clarify the gaps.

Such a gap analysis provides another basis for highlighting, in context, the need to sustain specific functions and to have a long-range plan for their maintenance and renewal.

Tool: One step in building consensus

Big Picture Intervention Gap Analysis

Clarifying the Gap Between the Intervention Vision and What's Actually Happening

In responding to the following questions, think in terms of what's in place and what may be missing with respect to the vision, policy, infrastructure, leadership, staff, capacity building mechanisms and resources, etc.

Process (if done by group):

First jot down your own answers.
Group members then can share their respective responses.
Discuss similarities and differences.
Finally, to the degree feasible arrive at a working consensus.

(1) Where are things currently in terms of policy and practice for addressing barriers to student learning?

(2) What is the nature and scope of the gap between the big picture intervention vision and the current state of affairs?

See Appendix C for an example of one school's efforts to create a 5 year plan.

Step 12. Assessing readiness to proceed with specific systemic changes.

The success of a sustainability campaign depends on stakeholders' motivation and capability. Substantive change is most likely when high levels of positive energy among stakeholders can be mobilized and appropriately directed over extended periods of time. Among the most fundamental errors related to systemic change is the tendency to set actions into motion without taking sufficient time to lay the foundation needed for substantive change. Thus, one of the first concerns is how to mobilize and direct the energy of a critical mass of participants to ensure readiness and commitment for systemic changes. This calls for proceeding in ways that establish and maintain an effective match with the motivation and capabilities of involved parties.

The initial focus is on communicating essential information to key stakeholders using strategies that help them understand that the benefits of change will outweigh the costs and are more worthwhile than the status quo or competing directions for change. The strategies used must be personalized and accessible to the subgroups of stakeholders (e.g., must be "enticing," emphasize that costs are reasonable, and engage them in processes that build consensus and commitment). Time must be spent creating motivational readiness of key stakeholders and building their capacity and skills.

Tool: Assessing Readiness for Systemic Change

On the following page is a set of benchmarks related to creating readiness for systemic change – specifically focused on school/community approaches to addressing barriers to learning, promoting healthy development, and closing the achievement gap.

This tool provides some guidelines for those steering and implementing the process.

Readiness is an everyday concern. All changes require constant care and feeding. Those who steer the process must be motivated and competent, not just initially but over time. The complexity of systemic change requires close monitoring of mechanisms and immediate follow up to address problems. In particular, it means providing continuous, personalized guidance and support to enhance knowledge and skills and counter anxiety, frustration, and other stressors. To these ends, adequate resource support must be provided (time, space, materials, equipment) and opportunities must be available for increasing ability and generating a sense of renewed mission. Personnel turnover must be addressed by welcoming and orienting new members.

Benchmarks Related to Creating Readiness for Systemic Change

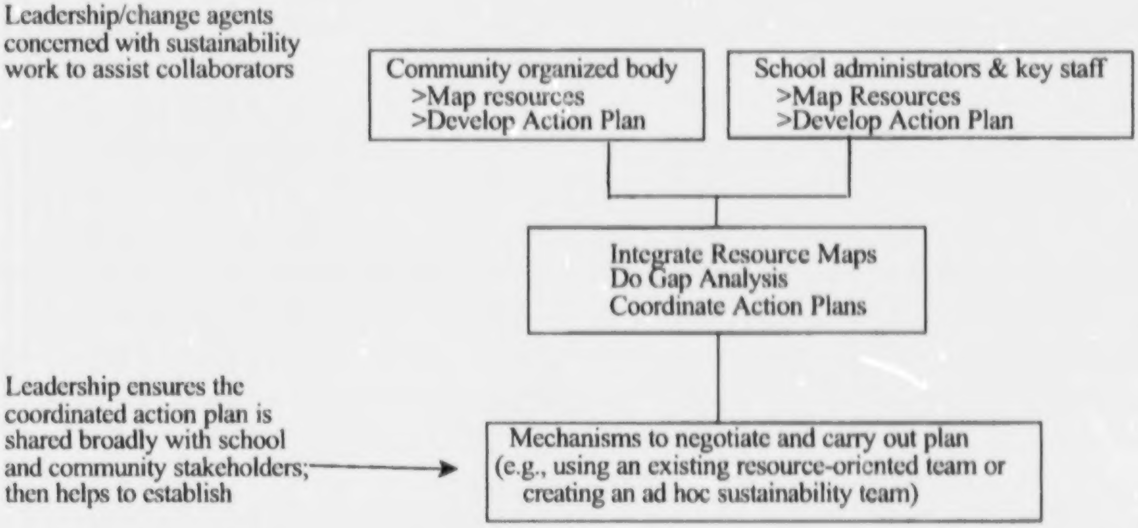
(Focus is on School/Community Approaches to Addressing Barriers to Learning, Promoting Healthy Development, & Closing the Achievement Gap)

Location:	Date Started	Date Completed	Current Status
I. Orienting Stakeholders			
A. Basic ideas and relevant research base are introduced to key stakeholders using "social marketing" strategies >school administrators >school staff >families in the community >business stakeholders __________________________ __________________________			
B. Opportunities for interchange are provided & additional in-depth presentations are made to build a critical mass of consensus for systemic changes			
C. Ongoing evaluation of interest is conducted until a critical mass of stakeholders indicate readiness to pursue a policy commitment			
D. Ratification and sponsorship are elicited from a critical mass of stakeholders			
II. Establishing Policy Commitment & Framework			
E. Establishment of a high level policy and assurance of leadership commitment			
F. Policy is translated into an inspiring vision, a framework, and a strategic plan that phases in changes using a realistic time line			
G. Policy is translated into appropriate resource allocations (leadership, staff, space, budget, time)			
H. Establishment of incentives for change (e.g., intrinsically valued outcomes, expectations for success, recognitions, rewards)			
I. Establishment of procedural options that reflect stakeholder strengths and from which those expected to implement change can select strategies they see as workable			
J. Establishment of an infrastructure and processes that facilitate change efforts			
K. Establishment of a change agent position			
L. Establishment of temporary infrastructure mechanisms for making systemic changes			
M. Initial capacity-building – developing essential skills among stakeholders to begin implementation			
N. Benchmarks are used to provide feedback on progress and to make necessary improvement in the process for creating readiness			

Stage 4. Proceeding with Specific Systemic Changes (cont.)

Step 13. **Establishing an infrastructure and action plan for carrying out the changes**

At this juncture, the work entails ensuring there is an infrastructure and a plan of action for accomplishing the systemic changes necessary for sustaining desired functions. As the example below illustrates, this involves first working with existing infrastructure mechanisms to build an action plan that utilizes available resources. Then, mechanisms must be put in place to build consensus, negotiate agreements, and implement changes. The following example assumes school(s) and community trying to work together.


Leadership/change agents concerned with sustainability work to assist collaborators
Community organized body
>Map resources
>Develop Action Plan
School administrators & key staff
>Map Resources
>Develop Action Plan
Integrate Resource Maps
Do Gap Analysis
Coordinate Action Plans
Leadership ensures the coordinated action plan is shared broadly with school and community stakeholders; then helps to establish
Mechanisms to negotiate and carry out plan (e.g., using an existing resource-oriented team or creating an ad hoc sustainability team)

Aids: On the following pages are some aids in thinking about mapping school and community stakeholders who can play a significant role in helping with systemic changes.

Tool: Following the aids for mapping are a set of work sheets to guide action planning.

First Stage Mapping of Resources Connected to ____________ School

School Psychologist ____________________
times at the school ______________________

Provides assessment and testing of students for special services. Counseling for students and parents. Support services for teachers. Prevention, crisis, conflict resolution, program modification for special learning and/or behavioral needs.

School Nurse ____________________
times at the school ____________________

Provides immunizations, follow-up, communicable disease control, vision and hearing screening and follow-up, health assessments and referrals, health counseling and information for students and families.

Pupil Services & Attendance Counselor

____
times at the school ____________________

Provides a liaison between school and home to maximize school attendance, transition counseling for returnees, enhancing attendance improvement activities.

Social Worker ____________________
times at the school ____________________

Assists in identifying at-risk students and provides follow-up counseling for students and parents. Refers families for additional services if needed.

Counselors	times at the school
______________	________
______________	________

General and special counseling/guidance services. Consultation with parents and school staff.

Dropout Prevention Program Coordination

____
times at the school ____________

Coordinates activity designed to promote dropout prevention.

Title I and Bilingual Coordinators

____
____

Coordinates categorical programs, provides services to identified Title I students, implements Bilingual Master Plan (supervising the curriculum, testing, and so forth)

Resource and Special Education Teachers

____
____
____
times at the school ____________

Provides information on program modifications for students in regular classrooms as well as providing services for special education.

Other important resources:

School-based Crisis Team (list by name/title)

__________/__________
__________/__________
__________/__________
__________/__________
__________/__________

School Improvement Program Planners

__________/__________
__________/__________
__________/__________

Community Resources

Providing school-linked or school-based interventions and resources

Who	What they do	When

Info Aid

Potential Community Collaborators

County Agencies and Bodies
(e.g., Depts. of Health, Mental Health, Children & Family Services, Public Social Services, Probation, Sheriff, Office of Education, Fire, Service Planning Area Councils, Recreation & Parks, Library, courts, housing)

Municipal Agencies and Bodies
(e.g., parks & recreation, library, police, fire, courts, civic event units)

Physical and Mental Health & Psychosocial Concerns Facilities and Groups
(e.g., hospitals, clinics, guidance centers, Planned Parenthood, Aid to Victims, MADD, "Friends of" groups; family crisis and support centers, helplines, hotlines, shelters, mediation and dispute resolution centers)

Mutual Support/Self-Help Groups
(e.g., for almost every problem and many other activities)

Child Care/Preschool Centers

Post Secondary Education Institutions/Students
(e.g., community colleges, state universities, public and private colleges and universities, vocational colleges; specific schools within these such as Schools of Law, Education, Nursing, Dentistry)

Service Agencies
(e.g., PTA/PTSA, United Way, clothing and food pantry, Visiting Nurses Association, Cancer Society, Catholic Charities, Red Cross, Salvation Army, volunteer agencies, legal aid society)

Service Clubs and Philanthropic Organizations
(e.g., Lions Club, Rotary Club, Optimists, Assistance League, men's and women's clubs, League of Women Voters, veteran's groups, foundations)

Youth Agencies and Groups
(e.g., Boys and Girls Clubs, Y's, scouts, 4-H, Woodcraft Rangers)

Sports/Health/Fitness/Outdoor Groups
(e.g., sports teams, athletic leagues, local gyms, conservation associations, Audubon Society)

Community Based Organizations
(e.g., neighborhood and homeowners' associations, Neighborhood Watch, block clubs, housing project associations, economic development groups, civic associations)

Faith Community Institutions
(e.g., congregations and subgroups, clergy associations, Interfaith Hunger Coalition)

Legal Assistance Groups
(e.g., Public Counsel, schools of law)

Ethnic Associations
(e.g., Committee for Armenian Students in Public Schools, Korean Youth Center, United Cambodian Community, African-American, Latino, Asian-Pacific, Native American Organizations)

Special Interest Associations and Clubs
(e.g., Future Scientists and Engineers of America, pet owner and other animal-oriented groups)

Artists and Cultural Institutions
(e.g., museums, art galleries, zoo, theater groups, motion picture studios, TV and radio stations, writers' organizations, instrumental/choral, drawing/painting, technology-based arts, literary clubs, collector's groups)

Businesses/Corporations/Unions
(e.g., neighborhood business associations, chambers of commerce, local shops, restaurants, banks, AAA, Teamsters, school employee unions)

Media
(e.g., newspapers, TV & radio, local assess cable)

Family members, local residents, senior citizens groups

Action Planning Work Sheets:

Getting From Here to There

(1) What do group members think must be done in order to "get from here to there?"
(i.e., General Steps and Timetable -- e.g., long-range perspective –
What actions must be taken? By who? What must be done so necessary steps are taken? etc.)

Process:

First brainstorm;

Then, arrive at consensus.

(2) Planning Specific Objectives and Strategies (e.g., for each step to be accomplished in the immediate future)

What do you see as the first/next steps that must be taken?

Process:
>Use flip charts to specify:

a) objectives to be accomplished

b) specific strategies for accomplishing the objectives

Action Planning (cont.)

c) who will carry out the strategies

d) timeline for accomplishing each strategy and plans for monitoring progress and making revisions

e) factors that need to be anticipated as possible problems and how they will be dealt with.

Action Planning Summary

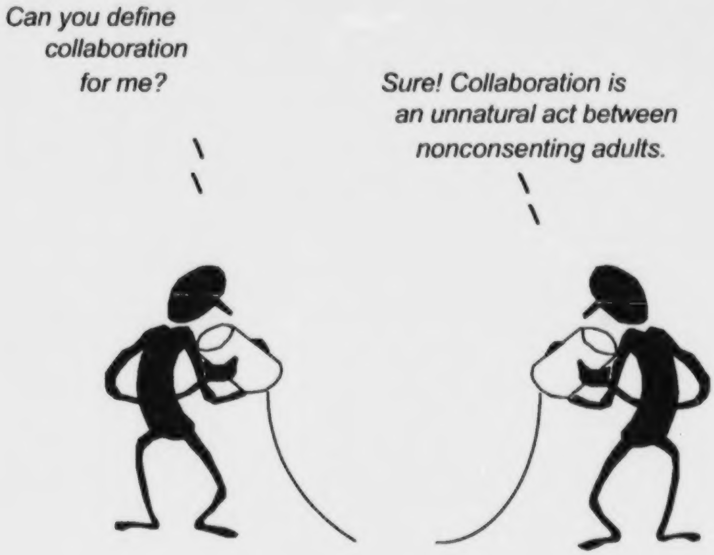
Objectives (What immediate tasks need to be accomplished to promote sustainability?)	Specific Strategies (What are the specific ways each objective can be achieved?)	Who? (Persons who are willing and able to carry out the strategies)	Timeline & Monitoring (When will each objective be accomplished? How and when will progress be monitored?)	Concerns to be addressed (How will anticipated problems be averted or minimized?)

Step 14. Anticipating barriers and how to handle them

Tool: On the following pages is a *discussion activity* that stakeholders might want to do as a lead-in to planning how to anticipate barriers to systemic change. The activity should be offered in a somewhat lighthearted manner. It will help participants recognize some of the thinking and behaviors in which they may be engaging and may enhance motivation for thinking more broadly about what is involved in sustaining valued functions and systemic changes.

Resource Aid:

A major barrier that often arises is that groups working on sustainability don't function effectively. For groups to be effective, they must be task-focused. Groups working together for any lengthy period need clarity and buy-in about the functions they are pursuing. All group members must learn the basics of working together and how to do so despite inevitable differences in individual motivation and capability. Appendix D highlights some key matters about group functioning. This *resource aid* stresses that no group should be initiated until its functions are well-delineated. Also explored are matters related to working effectively with others. This material can be used as a focus for discussing the dynamics of working together in general and for sustainability in particular.


Can you define collaboration for me?
Sure! Collaboration is an unnatural act between nonconsenting adults.

"Projectitis" as a Common Barrier to Sustainability

(The following highlights all too common, very human considerations that can keep well meaning people from focusing effectively on sustainability strategies.)

As a temporary funding cycle nears its end, the following concerns arise among those who want to sustain valued functions and may interfere with their accomplishing the type of systemic changes that would meet the needs.

>Keeping jobs (How can I keep my job? How can I keep staff added with project funds?)

>Keeping specific services (How can we keep the new services we have introduced?)

>Extramural funding (Where can we find some funders to continue this project?)

For example, these concerns push project staff to seek additional, dedicated funding to continue as a marginalized project, rather than facilitating integration of valued functions that the system adopts and institutionalizes.

The above concerns reflect an underlying tendency for those involved in a project to

think about what they are doing only as a project, rather than as a catalyst for systemic changes that can enhance long-term positive results for school and community

think about the project in terms of jobs

focus mainly on specific services rather than on comprehensive, multifaceted, and integrated programs, which, in turn, limits infrastructure building to case-oriented rather than resource-oriented mechanisms

focus evaluation on service use and outcomes, which among other things ignores evaluation of efforts to counter fragmentation, competition, and marginalization of activities to address barriers to learning and promote healthy development, as well as efforts to sustain valued systemic changes

For discussion:

What do you anticipate as major barriers as you try to sustain valued functions and systemic changes?

Take a minute to write; then share with someone or a group to you to add to your list.

Discuss ways to deal with the anticipated barriers.

Step 15. **Negotiating and renegotiating initial agreements (e.g., memoranda of understanding)**

At this juncture, it is essential to begin negotiating as strongly as is feasible to establish agreements about working together to sustain valued functions and systemic changes. Minimally, this involves ratifying and mobilizing behavioral commitment to existing memoranda of understanding (MOUs). Hopefully, there will be an opportunity to enhance the nature and scope of the previous agreements (e.g., renegotiating the agreement). This is particularly important where the MOU was little more than a "paper" agreement.

Even better would be to use efforts for sustainability as opportunities to generate formal policy statements and institutionalized (e.g., contractual) commitments. It is important at least to lay the foundation for subsequent development of formal policy and institutionalized agreements (see below and anticipate Step 16).

Clarifying and Enhancing Agreements

(1) What type of agreements (e.g., MOUs, policy statements) are in place?

(2) Do the following as needed:

- (a) review and ratify previous MOUs
- (b) rework previous MOUs and then reratify them
- (c) develop and ratify new MOUs
- (d) propose and seek adoption of formal policy statements
- (e) work to institutionalize contractual agreements

Step 16. **Flexible and adaptive implementation with a focus on maintaining high levels of commitment to accomplishing desirable and necessary systemic changes (e.g., ensuring each task/objective is attainable; ensuring effective task facilitation and follow-through; celebrating each success)**

With a clear results-orientation, capitalize on stakeholder assets; make appropriate modifications in planning and implementation as necessary to maintain a good fit with the capabilities and motivation of those involved.

Make motivation a constant process focus.

minimize factors that decrease motivation

use facets of each step to enhance motivation

For example, periodically assess assets and barriers so that the latter can be minimized and the former used to maximize efficacy in pursuing steps. Also, use activities related to "social marketing" (see Appendix B) as a focus for celebrating successes.

Tool: For Stage 4, it is important to understand stakeholder assets and barriers. See worksheet example on the following page.

Work Sheet
Clarifying Assets and Barriers in Planning for Sustainability

School Staff (including District staff)

Assets	*Barriers*
(e.g., What talents, strengths, opportunities, etc. of the school staff can help with sustainability?)	(e.g., What barriers may arise related to mobilizing school staff to help?)

Community Stakeholders
(including family members and students)

Assets	*Barriers*
(e.g., What talents, strengths, opportunities, etc. of the community stakeholders can help with sustainability?)	(e.g., What barriers may arise related to mobilizing community stakeholders to help?)

Note: ***Over the long-run, work to enhance the policy context***

Over time, it is essential to help shift policy in ways that end the marginalization of efforts to establish comprehensive, multifaceted approaches for addressing barriers to learning and promoting healthy development. For example, policy should be formulated to

encourage school districts and every school to include an emphasis on restructuring student/learner supports in school improvement plans and certification reviews and to include family/community active involvement in these processes

encourage state education agencies to develop and provide district staff and their school boards with frameworks, training, and technical assistance relevant to such restructuring

encourage institutes of higher education to include such frameworks in their preparation programs for district and school administrators and pupil service personnel

############################

Clearly, the many steps and tasks described above call for a high degree of commitment and relentlessness of effort. Major systemic changes are not easily accomplished. The rationale for this guide is to increase the likelihood of achieving desired changes by clarifying processes and providing some tools. At the same time, awareness of the myriad political and bureaucratic difficulties involved in making major institutional changes, especially with limited financial resources, leads to the caution that the type of approach described above is not a straight-forward sequential process. Rather, the work proceeds and changes emerge in overlapping and spiraling ways.

##################################

On the following page is a gap analysis activity designed to help stakeholders enhance their planning for sustainability.

Sustainabilty as Systemic Change

Gap Analysis

(1) Ideal Approach to Sustaining Valued Functions: Building on what you have learned, what systemic changes have the greatest likelihood of facilitating sustainability of the functions that the school-community values?

(2) Current sustainability plan: Briefly outline the major ideas of your current sustainability plan.

(3) Plan revision: Outline ways you could revise your current plan to more closely approximate the ideal of pursuing sustainability as systemic change.

(4) What are some immediate steps you would need to take to improve your sustainability plan?

(5) What technical assistance supports do you need in order to improve your current approach to sustainability?

Part III. Formative and Summative Evaluation of Efforts to Sustain Functions

When the cook tastes the soup, it is formative evaluation and when the guests taste the soup, it is summative. The key is not so much when as why. What is the information for, for further preparation and correction or for savouring and consumption?

Robert Stake

III. Formative and Summative Evaluation of Efforts to Sustain Functions

As highlighted earlier, findings supporting the value of sustaining functions are invaluable in making the case for doing so. Such data come from intervention/program evaluation.

In this section, the emphasis is on a different evaluation focus – monitoring and determining the efficacy of the sustainability activity.

Essentially what is involved is:

formulating an evaluation action plan

adopting specific *benchmarks* for monitoring progress

specifying and measuring *immediate indicators* that functions are sustained

specifying and measuring *longer-term indicators* that functions are sustained

The format for *action planning* presented in Part II can be adapted for planning what needs to be done here, by whom, and by when.

On the following pages is a *benchmark* tool that can be adapted for local use in monitoring progress. It is organized in terms of the four stages of the sustainability process as discussed in Parts I and II. (Note: In several instances, specific steps that logically go together are combined.)

Immediate indicators that functions are sustained include data from several sources that show functions that were in danger of being lost (1) are being continued and (2) are being carried out in ways that maintain their potency.

Longer-term indicators that functions are sustained include data from several sources that show functions in danger of being lost are *institutionalized*. The focus here is on matters such as including the functions in policy statements, as regular items in the budget, as part of regular job descriptions for administrative and line staff, as part of the systems' accountability reviews, and so forth.

Benchmarks for Monitoring and Reviewing Progress of Sustainability Activity

I. Preparing the Argument for Sustaining Valued Functions	Date started	Date Completed	Current Status
Developing an understanding of the *current status* of the local big picture agenda			
Clarifying how specific functions have contributed to the big picture agenda (e.g., data on results) and where the functions fit in terms of current policy and program priorities			
Clarifying what valued functions will be lost if the school(s) and community do not determine ways to sustain them			

II. Mobilizing Interest, Consensus, and Support among Key Stakeholders	Date started	Date Completed	Current Status
Identifying champions for the functions and clarifying the mechanism(s) for bringing a broad base of supporters together to work on sustainability			
Clarifying cost-effective strategies for sustaining functions			
Planning and implementing a "social marketing" strategy specifically to garner a critical mass of stakeholder support			
Planning and implementing strategies to obtain the support of key policy makers			

III. Clarifying Feasibility	Date started	Date Completed	Current Status
Clarifying how the functions can be institutionalized into existing, modified, or new infrastructure of organizational and operational mechanisms			
Clarifying how necessary changes can be accomplished			
Formulating a longer-range strategic plan for maintaining momentum, progress, quality improvement, and creative renewal			

IV. Proceeding with Specific Systemic Changes	Date started	Date Completed	Current Status
Assessing readiness to proceed with specific systemic changes			
Establishing an infrastructure and action plan for carrying out the changes			
Anticipating barriers and how to handle them			
Negotiating and renegotiating initial agreements (e.g., MOUs)			
Maintaining high levels of commitment to accomplishing desirable and necessary systemic changes			

An overarching benchmark involves the monitoring of the implementation of the evaluation action plan.

Planners must understand
the environment in which
they work
and acknowledge
the chaos that is present..
W. Sybouts

Part IV. Contextual Frameworks: Integrating with Educational Reform

Thoughts are but dreams till their efforts be tried.
William Shakespeare

The world is before you – you need not take it or
leave it as it was when you came in.
James Baldwin

Changing the individual while leaving the world alone
is a dubious proposition.
Ulric Neisser

Part IV. Contextual Frameworks: Integrating with Educational Reform

The focus is here is on highlighting some basic frameworks that can help guide efforts to clarify the current status of the local "big picture" context. The material is excerpted from various documents that have been developed over the years by the Center for Mental Health in Schools at UCLA.

In too many schools, the educational mission is thwarted because of many factors that interfere with youngsters' learning and performance (see Figure 1). It is for this reason that schools invest in education support programs and services. Given that the investment is substantial, it is somewhat surprising how little attention educational policymakers and reformers give to rethinking this arena of school activity.

If schools are to ensure that *all* students succeed, designs for reform must reflect the full implications of *all*. Clearly, *all* includes more than students who are motivationally ready and able to profit from "high standards" demands and expectations. It must also include the many who aren't benefitting from instructional reforms because of a host of *external* and *internal* barriers interfering with their development and learning.

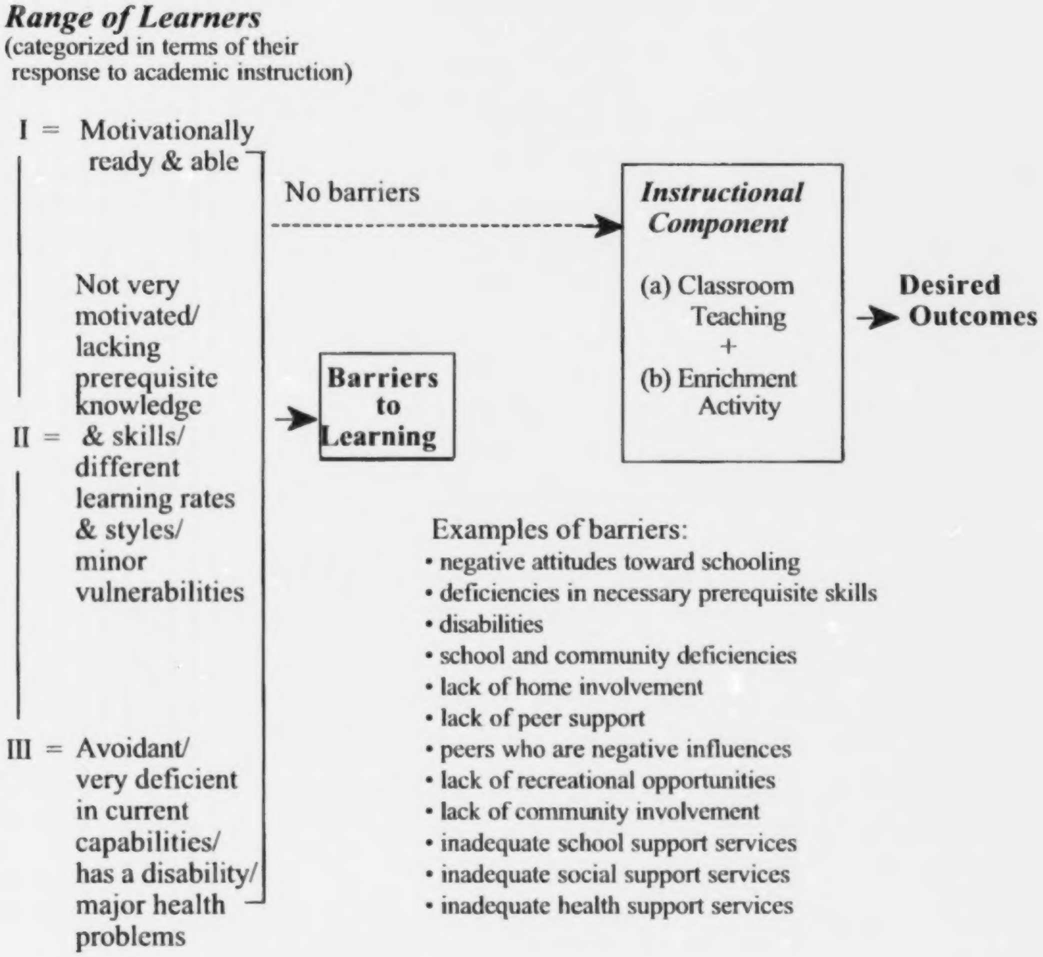
Most learning, behavior, and emotional problems seen in schools are rooted in failure to address external barriers and learner differences in a comprehensive manner. And, the problems are exacerbated as youngsters internalize the frustrations of confronting barriers and experience the debilitating effects of performing poorly at school.

How many are affected? Figures vary. An estimate from the Center for Demographic Policy suggests that 40% of young people are in bad educational shape and therefore will fail to fulfill their promise. The reality for many large urban schools is that well-over 50% of their students manifest significant learning, behavior, and emotional problems. For a large proportion of these youngsters, the problems are rooted in the restricted opportunities and difficult living conditions associated with poverty.

The litany of barriers to learning is all too familiar to anyone who lives or works in communities where families struggle with low income. In such neighborhoods, school and community resources often are insufficient to the task of providing the type of basic (never mind enrichment) opportunities found in higher income communities. The resources also are inadequate for dealing with such threats to well-being and learning as health problems, difficult family circumstances, gangs, violence, and drugs. Inadequate attention to language and cultural considerations and to high rates of student mobility creates additional barriers not only to student learning but to efforts to involve families in youngsters' schooling. Such conditions are breeding grounds for frustration, apathy, alienation, and hopelessness.

It would be a mistake, however, to think only in terms of poverty. As recent widely-reported incidents underscore, violence is a specter hanging over all schools. And, while guns and killings capture media attention, other forms of violence affect and debilitate youngsters at every school. Even though there isn't good data, those who study the many faces of violence tell us that large numbers of students are caught up in cycles where they are the recipient or perpetrator (and sometimes both) of physical and sexual harassment ranging from excessive teasing and bullying to mayhem and major criminal acts.

Figure 1. Barriers to Learning*


Range of Learners
(categorized in terms of their response to academic instruction)
I = Motivationally ready & able
II = Not very motivated/ lacking prerequisite knowledge & skills/ different learning rates & styles/ minor vulnerabilities
III = Avoidant/ very deficient in current capabilities/ has a disability/ major health problems
No barriers
Barriers to Learning
Instructional Component
(a) Classroom Teaching
+
(b) Enrichment Activity
Desired Outcomes
Examples of barriers:
• negative attitudes toward schooling
• deficiencies in necessary prerequisite skills
• disabilities
• school and community deficiencies
• lack of home involvement
• lack of peer support
• peers who are negative influences
• lack of recreational opportunities
• lack of community involvement
• inadequate school support services
• inadequate social support services
• inadequate health support services

---

*Although a few youngster start out with internal problems and many others internalize negative experiences, there can be little doubt that external factors are primarily responsible for the majority of learning, behavior, and emotional problems encountered in schools.

Adapted from: H.S. Adelman & L. Taylor (1994). *On understanding intervention in psychology and education.* Westport, CT: Prager.

What Do Schools Do to Address Barriers to Learning?

School policy makers have a long-history of trying to assist teachers in dealing with problems that interfere with school learning. This includes providing a variety of school-owned counseling, psychological, and social service programs. It also includes enhancing school linkages with community service agencies and other neighborhood resources. Paralleling these efforts is a natural interest in promoting healthy development. Despite all this, it remains the case that too little is being done, and prevailing approaches are poorly conceived.

School-Owned Programs and Services

Almost all schools flirt with some forms of preventive and corrective activity focused on specific types of concerns, such as learning problems, substance abuse, violence, teen pregnancy, school dropouts, delinquency, and so forth. Some programs are provided throughout a school district, others are carried out at or linked to targeted schools. The interventions may be designed to benefit all students in a school, those in specified grades, and/or those identified as having special needs. The activities may be implemented in regular or special education classrooms and may be geared to an entire class, groups, or individuals; or they may be designed as "pull out" programs for designated students. They encompass ecological, curricular, and clinically oriented activities.

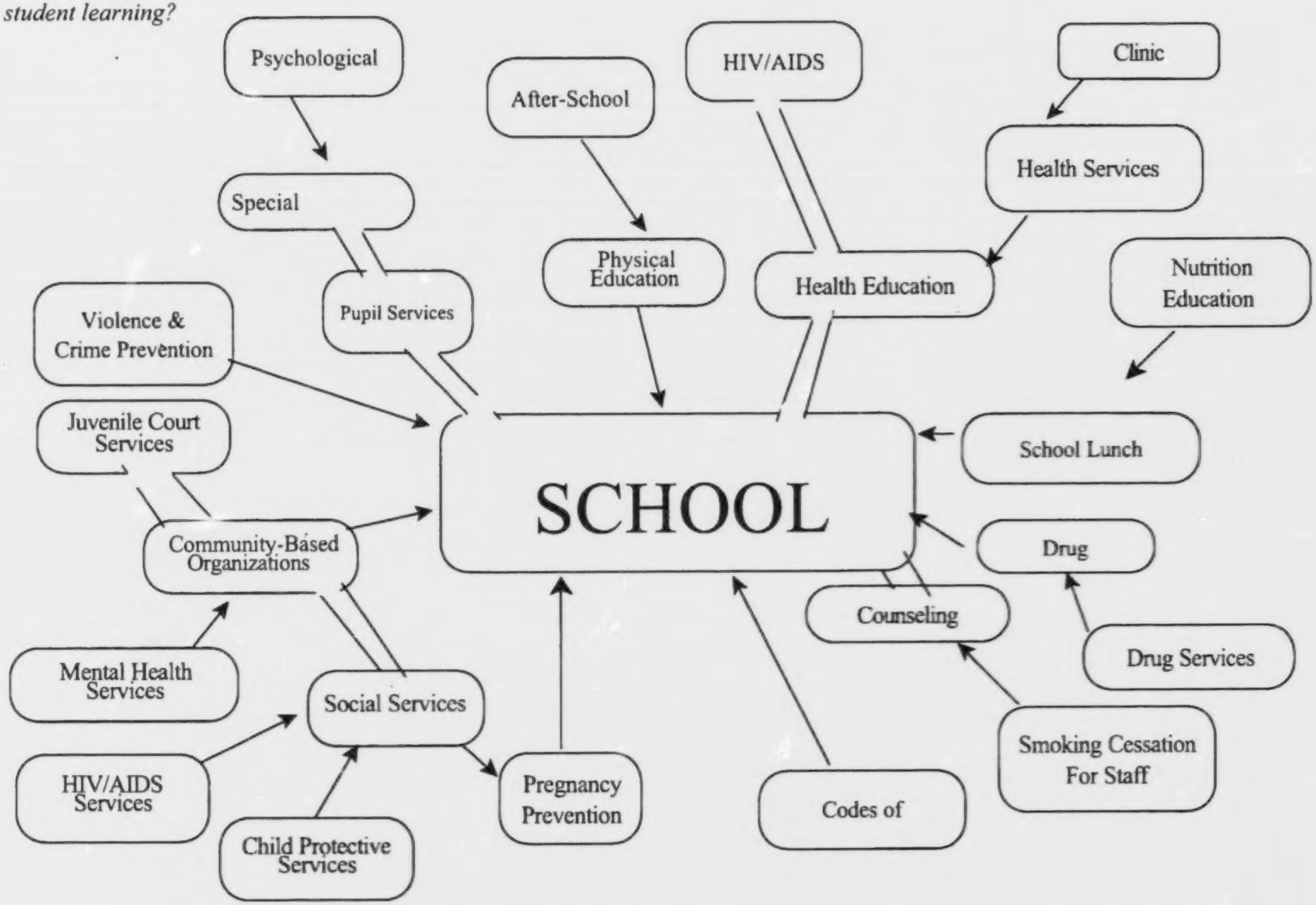
Most school-owned programs and services are offered by pupil services personnel. Federal and state mandates and special projects tend to determine how many pupil services professionals are employed. Governance of their daily practices usually is centralized at the school district level. In large districts, counselors, psychologists, social workers, and other specialists may be organized into separate units. Such units straddle regular, special, and compensatory education.

. . . few schools come close to being able to do the job that is needed

On paper, it looks like a lot. It is common knowledge, however, that few schools come close to having enough. Most offer only bare essentials. Too many schools can't even meet basic needs. Primary prevention really is only a dream. Analyses of the situation find that programs are planned, implemented, and evaluated in a piecemeal manner (see Figure 2). Not only are they carried on in relative isolation of each other, a great deal of the work is oriented to discrete problems and overrelies on specialized services for individuals and small groups. In some schools, a student identified as at risk for grade retention, dropout, and substance abuse may be assigned to three counseling programs operating independently of each other. Such fragmentation not only is costly, it works against good results.

Figure 2. *Talk About Fragmented!*

Which of these addresses barriers to student learning?



Psychological
Special
Pupil Services
After-School
Physical Education
HIV/AIDS
Health Education
Clinic
Health Services
Nutrition Education
Violence & Crime Prevention
Juvenile Court Services
Community-Based Organizations
SCHOOL
School Lunch
Drug
Counseling
Drug Services
Mental Health Services
Social Services
HIV/AIDS Services
Child Protective Services
Pregnancy Prevention
Codes of
Smoking Cessation For Staff

Adapted from: *Health is Academic: A guide to Coordinated School Health Programs* (1998). Edited by E. Marx & S.F. Wooley with D. Northrop. New York: Teachers College Press.

School-Community Collaborations

In recent years, renewed interest in school-community collaborations has included a focus on enhancing health, mental health, and social services for students and their families. State-wide initiatives are being tested across the country. The work has fostered such concepts as *school linked services, coordinated and integrated services, wrap-around services, one-stop shopping, full service schools,* and *community schools.* Where initiatives have incorporated a wellness model, youth development concepts such as *promoting protective factors, asset-building,* and *empowerment* also are in vogue.

Not surprisingly, early findings primarily indicate how hard it is to establish collaborations. Still, a reasonable inference from available data is that school-community partnerships can be successful and cost effective over the long-run. By placing staff at schools, community agencies make access easier for students and families -- especially those who usually are underserved and hard to reach. Such efforts not only provide services, they seem to encourage schools to open their doors in ways that enhance recreational, enrichment, and remedial opportunities and greater family involvement. Analyses of these programs suggest better outcomes are associated with empowering children and families, as well as with having the capability to address diverse constituencies and contexts. Many families using school-based centers become interested in contributing to school and community. They provide social support networks for new students and families, teach each other coping skills, participate in school governance, and help create a psychological sense of community. At the same time, the problem of fragmentation is compounded in many locales as community services are brought to school campuses. This happens because the prevailing approach is to coordinate *community* services and *link* them to schools in ways that *co-locate* rather than integrate them with the ongoing efforts of school staff.

. . . the trend is to co-locate services at a school rather than integrating them with the ongoing efforts of school staff

And Everything is Marginalized!

Policymakers have come to appreciate the relationship between limited intervention efficacy and the widespread tendency for complementary programs to operate in isolation. Limited efficacy does seem inevitable as long as interventions are carried out in a piecemeal fashion. The call for "integrated" services clearly is motivated by a desire to reduce redundancy, waste, and ineffectiveness resulting from fragmentation.

Unfortunately, the focus on fragmentation ignores the overriding problem, namely that all efforts to address barriers to learning and promote healthy development are *marginalized* in policy and practice. Clearly, the majority of school counseling, psychological, and social service programs are viewed as supplementary -- often referred to as support or auxiliary services.

The degree to which marginalization is the case is seen in the lack of attention given such activity in school improvement plans and certification reviews. School policy makers deal with such programs on an ad hoc basis and continue to ignore the need for reform and restructuring in this arena. Community involvement also is a marginal concern at most schools.

In short, policies shaping current agendas for school and community reforms are seriously flawed. Although fragmentation is a significant problem, marginalization is the more fundamental concern. Yet concern about marginalization is not even on the radar screen of most policy makers.

Expanding School Reform

While higher standards and accountability are necessary ingredients in the final recipe for school reform, they are insufficient for turning around most schools that are in trouble. At such schools, overreliance on raising the bar and demands for rapid test score increases may even be counterproductive because they force attention away from addressing the multitude of overlapping factors that interfere with effective learning and teaching.

The present situation is one where, despite awareness of the many barriers to learning, education reformers continue to concentrate *mainly* on improving *instruction* (efforts to directly facilitate learning) and the *management and governance* of schools. Then, in the naive belief that a few health and social services will suffice in addressing barriers to learning, they talk of "integrated health and social services." And, in doing so, more attention has been given to linking sparse community services to school sites than to restructuring school programs and services designed to support and enable learning. The short shrift given to "support" programs and services by school reformers continues to marginalize activity that is essential to improving student achievement.

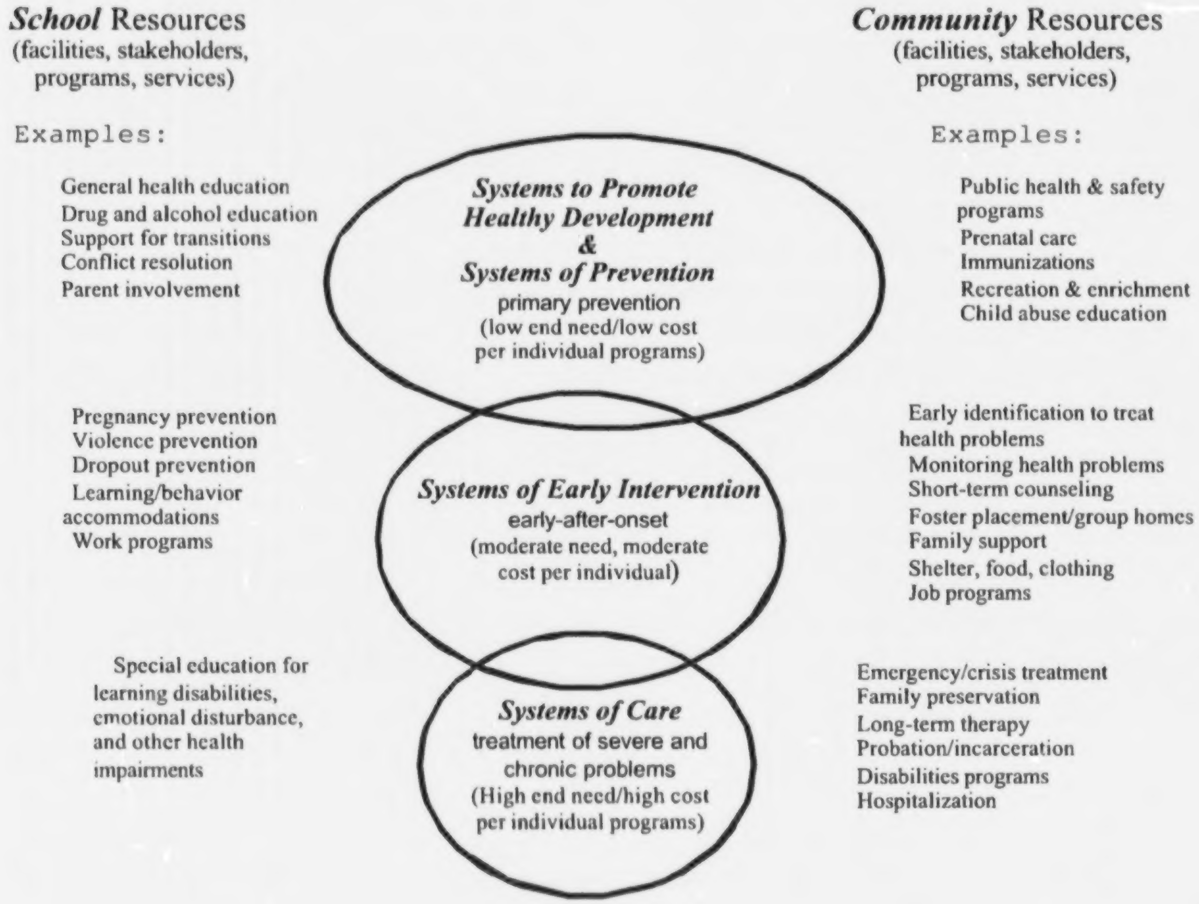
. . . short shrift is given to student support programs

Ultimately, addressing barriers to development and learning must be approached from a societal perspective and with fundamental systemic reforms. The reforms must lead to development of *a comprehensive, integrated continuum of programs.* Such a continuum must be multifaceted and woven into three overlapping school-community systems: systems of positive development, prevention, early intervention to address problems as soon after onset as feasible, and systems of care for those with chronic and severe problems (see Figures 3 and 4). All of this encompasses an array of programmatic activity that must effectively (a) enhance regular classroom strategies to improve instruction for students with mild-to-moderate behavior and learning problems, (b) assist students and families as they negotiate the many school-related transitions, (c) increase home and community involvement with schools, (d) respond to and prevents crises, and (e) facilitate student and family access to specialized services when necessary. While schools can't do everything needed, they must play a much greater role in developing the programs and systems that are essential if *all* students are to benefit from higher standards and improved instruction.

. . . comprehensive, multifaceted approaches are needed to enable all students to benefit from high standards and improved teaching

Establishment of a comprehensive, integrated approach to address barriers to development and learning effectively requires cohesive policy that facilitates the blending of resources. In schools, this includes restructuring to combine parallel efforts supported by general funds, compensatory and special education entitlements, safe and drug free school grants, and specially funded projects. In communities, the need is for better ways of connecting agency and other resources to each other and to schools. The aim is cohesive and potent school-community partnerships. With proper policy support, a comprehensive approach can be woven into the fabric of every school, and neighboring schools can be linked to share limited resources and achieve economies of scale.

Figure 3. A comprehensive, multifaceted continuum of interconnected systems for meeting the needs of all students.


School Resources
(facilities, stakeholders, programs, services)
Examples:
General health education
Drug and alcohol education
Support for transitions
Conflict resolution
Parent involvement
Pregnancy prevention
Violence prevention
Dropout prevention
Learning/behavior accommodations
Work programs
Special education for learning disabilities, emotional disturbance, and other health impairments
Community Resources
(facilities, stakeholders, programs, services)
Examples:
Public health & safety programs
Prenatal care
Immunizations
Recreation & enrichment
Child abuse education
Early identification to treat health problems
Monitoring health problems
Short-term counseling
Foster placement/group homes
Family support
Shelter, food, clothing
Job programs
Emergency/crisis treatment
Family preservation
Long-term therapy
Probation/incarceration
Disabilities programs
Hospitalization
Systems to Promote Healthy Development & Systems of Prevention
primary prevention
(low end need/low cost per individual programs)
Systems of Early Intervention
early-after-onset
(moderate need, moderate cost per individual)
Systems of Care
treatment of severe and chronic problems
(High end need/high cost per individual programs)

Note: In addressing problems, it is fundamental to build on strengths and assets and to use the ***least intervention needed*** (i.e., to intervene only to the degree necessary, but to do all that is needed).

Note: Systemic collaboration is essential for establishing interprogram connections on a daily basis and to ensure seamless intervention within and among each system over time.

Figure 4. Nine Key Concerns for Schools as They Pursue Safe Schools

Prevention

**Promoting Readiness for School -- everyday*
(e.g., home and community-oriented programs to foster healthy social-emotional-cognitive development; quality day care programs; quality Head Start and other preschool programs; health and human services)

**In-service for Teachers*
(Even given smaller classes in some grades, the need remains for school-based in-service programs so that teachers can enhance strategies for preventing and minimizing barriers to learning and promoting intrinsic motivation for learning at school. A key aspect of this involves enhancing daily on-the-job learning for teachers through strong mentorship and increased collegial teaming and assistance.)

**Home Involvement*
(Not just parenting classes and homework help. Programs to address specific learning and support needs of adults in the home and to mobilize family members as problem solvers and help them meet basic obligations to youngsters)

**Support for Transitions*
(e.g., school-wide approaches for welcoming, orienting, and providing social supports for new student and families; articulation programs; enhanced home involvement in problem solving; ESL classes for students and those caretakers in the home who need them)

**School-Wide Programs Designed to Enhance Caring and Supportive School Environments*
(e.g., increasing curricular & extra-curricular enrichment & recreation programs; increasing the range of opportunities for students to assume positive roles)

Early-After-Onset Intervention

**Improving and Augmenting Regular Supports as Soon as a Student is Seen to Have a Problem*
(e.g., personalizing instruction; tutoring; using aides and volunteers to enhance student support and direction; mentoring for regular teachers regarding basic strategies for enhancing student support, introducing appropriate accommodations and compensatory strategies, and remedying mild-moderate learning problems; extended-day, after-school, and summer school programs)

**Interventions for Mild-Moderate Physical and Mental Health and Psychosocial Problems*
(e.g., school-wide approaches and school-community partnerships to address these needs among the student body)

Provision for Severe and Chronic Problems

**Enhancing Availability and Access to Specialized Assistance for Persisting Problems*
(e.g., school-based and linked student and family assistance interventions, including special education)

**Alternative Placements*
(e.g., options that really offer supportive and promising approaches for the future)

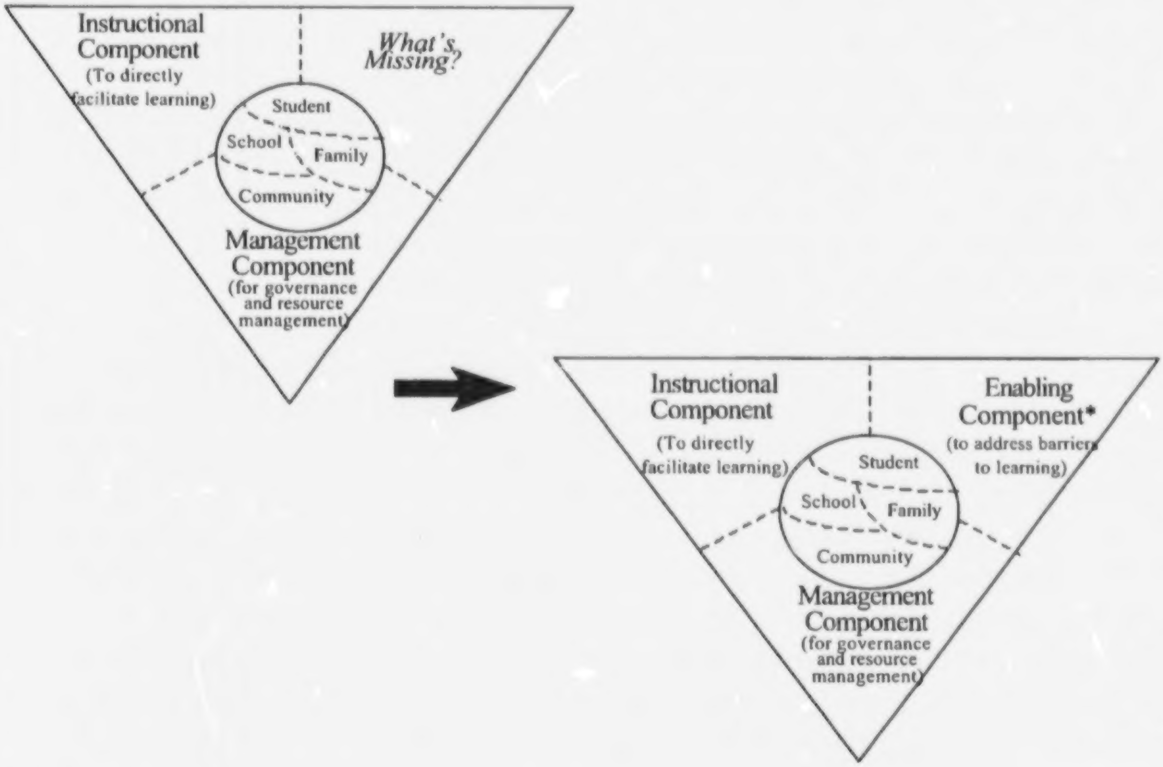
Restructuring Support Services is Key to Enhancing Educational Results

Policy makers have yet to come to grips with the realities of addressing barriers to learning and teaching. Current initiatives must be rethought, and elevated in policy status so they are on a par with the emphasis on reforming the instructional and management components of schooling. Concentrating on matters such as curriculum and pedagogical reform, standard setting, decentralization, professionalization of teaching, shared decision making, and parent partnerships clearly is necessary but certainly is not sufficient given the nature and scope of barriers that interfere with school learning and performance among a large segment of students. As long as the movement to restructure education primarily emphasizes the instructional and management components, too many students in too many schools will not benefit from the reforms. Thus, the demand for significant improvements in achievement scores will remain unfulfilled.

Clearly, there is a policy void surrounding the topic of restructuring school-operated interventions that address barriers to teaching and learning. Current policy focuses primarily on linking community services to schools and downplays a new role for existing school resources. This perpetuates an orientation that over-emphasizes individually prescribed services and results in fragmented community-school linkages. All this is incompatible with efforts to develop a truly comprehensive, integrated approach to ameliorating problems and enhancing educational results.

It is time for reform advocates to expand their emphasis on improving instruction and school management to include a *comprehensive* component for addressing barriers to learning (see Figure 5). And in doing so, they must pursue this third component with the same level of priority they devote to the other two. That is, such an enabling (or learner support) component must be a primary and essential facet of school reform. This will require shifting policy to push school reform beyond the current tendency to concentrate mainly on instruction and management. School reformers like to say their aim is to ensure *all* children succeed. We think that this third component is the key to making *all* more than the rhetoric of reform.

Figure 5. Moving from a two to a three component model for reform and restructuring


Instructional Component
(To directly facilitate learning)
What's Missing?
Student
School
Family
Community
Management Component
(for governance and resource management)
Instructional Component
(To directly facilitate learning)
Enabling Component*
(to address barriers to learning)
Student
School
Family
Community
Management Component
(for governance and resource management)

*The third component (an enabling component) is established in policy and practice as primary and essential and is developed into a comprehensive approach by weaving together school and community resources.

What Are the Benefits of Enhancing the Focus on Addressing Barriers to Learning?

As with all school reform, the first and foremost concern is improving student academic performance and achievement. The reality is that the best instructional reforms cannot produce the desired results for a large number of students as long as schools do not have comprehensive approaches for addressing external and internal barriers to learning and teaching. And, it is evident that schools are not developing such approaches because current policy marginalizes and fragments the emphasis on these matters.

Those who already have begun restructuring support services stress that the reforms contribute to

The most fundamental benefits to be accrued from increasing the focus on these concerns are enhanced educational results

formulation of a major policy framework and specific recommendations for ways to improve district efforts to address barriers to student learning and enhance healthy development

ongoing monitoring of and pressure for progress related to district reforms for addressing barriers (e.g., early intervention as a key aspect for dealing with the problems of social promotion, expulsion, dropout, and growing numbers referred for special education)

provision of a morale-boosting open forum for line staff and community to hear about proposed changes, offer ideas, and raise concerns

connecting community agency resources to the district and sensitizing agency staff to district concerns in ways that contribute to improved networking among all concerned

. . . and there are other benefits as well

regular access by board members and district staff, *without fees,* to an array of invaluable expertise from the community to explore how the district should handle complex problems arising from health and welfare reforms and the ways schools should provide learning supports

expanding the informed cadre of influential advocates supporting district reforms

Several reform initiatives already are exploring the power of moving from a two to a three component framework to ensure barriers to development and learning are addressed appropriately. Such an expanded approach is seen in the exciting work underway in places described in a Center report on *Where it's Happening: New Directions for Student Support*. These initiatives are creating blueprints for and contributing lessons learned about how schools and communities can collaborate in developing a comprehensive, multifaceted component to address barriers to learning and promote healthy development. Much of the work reflects the ideas illustrated in Figure 6.

Some Models

Such pioneering and trailblazing efforts offer new hope to students, parents, and teachers. They can play a major role for society by creating caring and supportive learning environments that maximize achievement and well-being for all youngsters. They can also help strengthen neighborhoods and communities. There can be little doubt that prevailing approaches to school reform are insufficient. The next step must be a total restructuring of all education support programs and services – including counseling, psychological, social services, special and compensatory education programs, safe and drug free school programs, student assistance programs, transition programs, some health education efforts, and more. To do any less is to maintain a very unsatisfactory status quo.

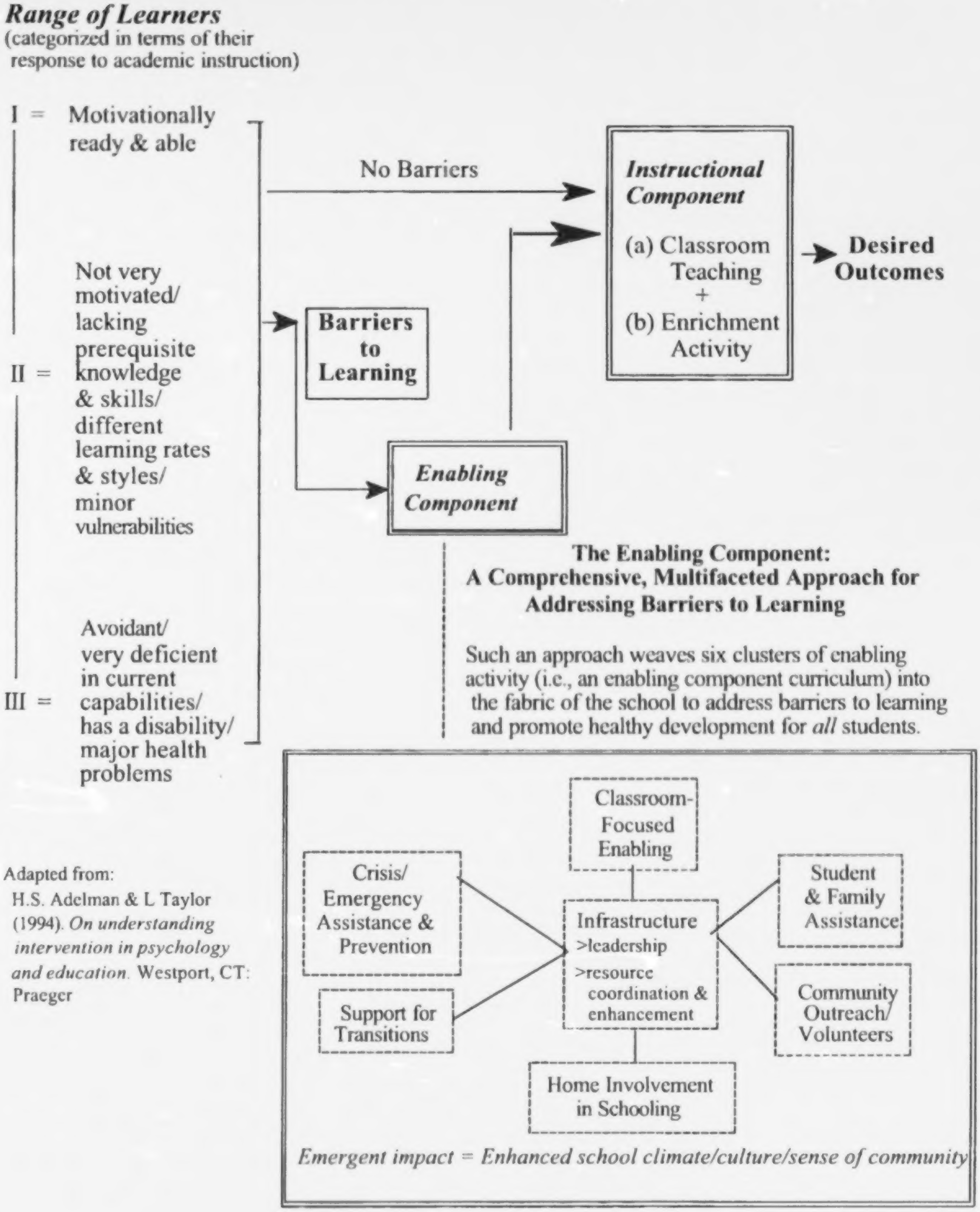
Toward this end, a *Summits Initiative: New Directions for Student Support* is underway. In response to widespread interest in mounting such a nationwide initiative, our Center convened (in October 2002) a national summit on *Moving Forward in New Directions*. (See the Center's wesbite for Summit Reports, the Executive Summary from the National Summit, accompanying resource aids, and other information about upcoming regional and state summits. On the homepage, click on the green button labeled Summits for New Directions) .

Another way to discuss why children have problems at school is to think in terms of barriers to learning and what the role of schools should be in addressing such factors. Such a perspective blends well with a transactional view of the causes of human behavior because it emphasizes that, for a great many students, *external* not *internal* factors often are the ones that should be the primary focus of attention.

About Barriers to Learning

Implicit in democratic ideals is the intent of ensuring that *all* students succeed at school and that "no child is left behind." If all students came ready and able to profit from "high standards" curricula, then there would be little problem. But *all* encompasses those who are experiencing external and/or internal barriers that interfere with benefitting from what the teacher is offering. Thus, providing all students an equal opportunity to succeed requires more than higher standards and greater accountability for instruction, better teaching, increased discipline, reduced school violence.

Figure 6. An enabling component to address barriers to learning and enhance healthy development at a school site.


Range of Learners
(categorized in terms of their response to academic instruction)
I = Motivationally ready & able
II = Not very motivated/ lacking prerequisite knowledge & skills/ different learning rates & styles/ minor vulnerabilities
III = Avoidant/ very deficient in current capabilities/ has a disability/ major health problems
No Barriers
Instructional Component
(a) Classroom Teaching
+
(b) Enrichment Activity
Desired Outcomes
Barriers to Learning
Enabling Component
Classroom-Focused Enabling
Crisis/ Emergency Assistance & Prevention
Student & Family Assistance
Infrastructure
>leadership
>resource coordination & enhancement
Support for Transitions
Community Outreach/ Volunteers
Home Involvement in Schooling

**The Enabling Component:
A Comprehensive, Multifaceted Approach for
Addressing Barriers to Learning**

Such an approach weaves six clusters of enabling activity (i.e., an enabling component curriculum) into the fabric of the school to address barriers to learning and promote healthy development for *all* students.

Emergent impact = Enhanced school climate/culture/sense of community

Adapted from:
H.S. Adelman & L Taylor (1994). *On understanding intervention in psychology and education.* Westport, CT: Praeger

BEST COPY AVAILABLE

and an end to social promotion. It also requires addressing barriers to development, learning, and teaching (see Table 1).

The terrible fact is that too many youngsters are growing up and going to school in situations that not only fail to promote healthy development, but are antithetical to the process. Some also bring with them intrinsic conditions that make learning and performing difficult. At one time or another, most students bring problems with them to school that affect their learning and perhaps interfere with the teacher's efforts to teach. As a result, some youngsters at every grade level come to school unready to meet the setting's demands effectively. As long as school reforms fail to address such barriers in comprehensive and multifaceted ways, especially in schools where large proportions of students are not doing well, it is unlikely that achievement test score averages can be meaningfully raised.

In some geographic areas, many youngsters bring a wide range of problems stemming from restricted opportunities associated with poverty and low income, difficult and diverse family circumstances, high rates of mobility, lack of English language skills, violent neighborhoods, problems related to substance abuse, inadequate health care, and lack of enrichment opportunities. Such problems are exacerbated as youngsters internalize the frustrations of confronting barriers and the debilitating effects of performing poorly at school. In some locales, the reality often is that over 50% of students manifest forms of learning, behavior, and emotional problems. And, in most schools in these locales, teachers are ill-prepared to address the problems in a potent manner.

Barriers (Risk Factors), Protective Buffers, & Promoting Full Development

Schools tend to address barriers to learning as a last resort. This is not surprising since their assigned mission is to educate, and school staff are under increasing pressure both to "leave no child behind" and avoid discussing matters that may sound like excuses for not doing so. The irony, of course, is that most school staff are painfully aware of barriers that must be addressed. Moreover, the widespread emphasis on high stakes testing not only underscores how many students are not performing well, but the degree to which such testing is adding another barrier that keeps some students from having an equal opportunity to succeed at school.

All this leads to concerns about what the role of schools is and should be in handling such problems. Critics point out that the tendency is for schools to be reactive – waiting until problems become rather severe and pervasive. At the same time, because schools have been accused of having a *deficit orientation* toward many youngsters, they have increasingly tried to avoid terms denoting risks and barriers or an overemphasis on remediation.

It is well that schools realize that a focus solely on fixing problems is too limited and may be counterproductive. Overemphasis on remediation can diminish efforts to promote healthy development, limit opportunity, and can be motivationally debilitating to all involved. And undermining motivation works against resiliency in responding to adversity. One important outcome of the reaction to overemphasizing risks and problems is that increasing attention is being given to strengths, assets, resilience, and protective factors. Among the benefits of this focus is greater understanding of how some youngsters born into poverty overcome this potential barrier to success.

However, as Scales and Leffert (1999) indicate in their work on developmental assets, focusing just on enhancing assets is an insufficient approach.

> "Young people also need adequate food, shelter, clothing, caregivers who at the minimum are not abusive or neglectful, families with adequate incomes, schools where both children and teachers feel safe, and economically and culturally vibrant neighborhoods – not ones beset with drugs, violent crime, and infrastructural decay. For example, young people who are disadvantaged by living in poor neighborhoods are consistently more likely to engage in risky behavior at higher rates than their affluent peers, and they show consistently lower rates of positive outcomes (Brooks-Gunn & Duncan, 1997). Moreover, young people who live in abusive homes or in neighborhoods with high levels of violence are more likely to become both victims and perpetrators of violence (Garbarino, 1995)."

Table 1

Barriers to Development and Learning

Based on a review of over 30 years of research, Hawkins and Catalano (1992) identify common risk factors that reliably predict such problems as youth delinquency, violence, substance abuse, teen pregnancy, and school dropout. These factors also are associated with such mental health concerns as school adjustment problems, relationship difficulties, physical and sexual abuse, neglect, and severe emotional disturbance. The majority of factors identified by Hawkins and Catalano are external barriers to healthy development and learning. Such factors are not excuses for anyone not doing their best; they are, however, rather obvious impediments, and ones to which no good parent would willingly submit his or her child. Below is our effort to synthesize various analyses of external and internal barriers.

*External Factors**

Community
- Availability of drugs
- Availability of firearms
- Community laws and norms favorable toward drug use, firearms, and crime
- Media portrayals of violence
- Transitions and mobility
- Low neighborhood attachment and community disorganization
- Extreme economic deprivation

Family
- Family history of the problem behavior
- Family management problems
- Family conflict
- Favorable parental attitudes and involvement in the problem behavior

School
- Academic failure beginning in late elementary school

Peer
- Friends who engage in the problem behavior
- Favorable attitudes toward the problem behavior

Internal Factors (biological and psychological)

Differences (e.g., being further along toward one end or the other of a normal developmental curve; not fitting local "norms" in terms of looks and behavior; etc.)

Vulnerabilities (e.g., minor health/vision/hearing problems and other deficiencies/deficits that result in school absences and other needs for special accommodations; being the focus of racial, ethnic, or gender bias; economical disadvantage; youngster and or parent lacks interest in youngster's schooling, is alienated, or rebellious; early manifestation of severe and pervasive problem/antisocial behavior)

Disabilities (e.g., true learning, behavior, and emotional disorders)

*Other examples of external factors include exposure to crisis events in the community, home, and school; lack of availability and access to good school readiness programs; lack of home involvement in schooling; lack of peer support, positive role models, and mentoring; lack of access and availability of good recreational opportunities; lack of access and availability to good community housing, health and social services, transportation, law enforcement, sanitation; lack of access and availability to good school support programs; sparsity of high quality schools.

As advocates have argued the merits of their respective positions about risks *vs.* assets and as terms such as resilience and protective factors are popularized, confusion and controversy have arisen. The following distinctions are offered in support of the position that the need is to address barriers, establish protective buffers, and promote full development.

Risk factors

One way to think about risks is in terms of potential external and internal barriers to development and learning. Research indicates that the primary causes for most youngsters' learning, behavior, and emotional problems are external factors (related to neighborhood, family, school, and/or peers). For a few, problems stem from individual disorders and differences. An appreciation of the research on the role played by external and internal factors makes a focus on such matters a major part of any comprehensive, multifaceted approach for addressing barriers to learning, development, and teaching.

Protective factors

Protective factors are conditions that *buffer* against the impact of barriers (risk factors). Such conditions may prevent or counter risk producing conditions by promoting development of neighborhood, family, school, peer, and individual strengths, assets, and coping mechanisms through special assistance and accommodations. The term *resilience* usually refers to an individual's ability to cope in ways that buffer. Research on protective buffers also guides efforts to address barriers.

Promoting full development

As often is stressed, being problem-free is not the same as being well-developed. Efforts to reduce risks and enhance protection can help minimize problems but are insufficient for promoting full development, well-being, and a value-based life. Those concerned with establishing systems for promoting healthy development recognize the need for direct efforts to promote development and empowerment, including the mobilization of individuals for self-pursuit. In many cases, interventions to create buffers and promote full development are identical, and the pay-off is the cultivation of developmental strengths and assets. However, promoting healthy development is not limited to countering risks and engendering protective factors. Efforts to promote full development represent ends which are valued in and of themselves and to which most of us aspire.

Considerable bodies of research and theory have identified major correlates that are useful guideposts in designing relevant interventions (see Table 2). And, as the examples illustrate, there is a significant overlap in conceptualizing the various factors. Some risk factors (barriers) and protective buffers are mirror images; others are distinct. Many protective buffers are natural by-products of efforts to engender full development. From this perspective, addressing barriers to learning and development and promoting healthy development are two sides of the same coin. And, the best way to engender resilient behavior, individual assets, and healthy behavior in children and adolescents probably is to focus intervention on both sides of the coin.

Table 2

Examples of Barriers to Learning/Development, Protective Buffers, & Promoting Full Development*

ENVIRONMENTAL CONDITIONS** **PERSON FACTORS****

I. Barriers to Development and Learning (Risk producing conditions)

Neighborhood
- >extreme economic deprivation
- >community disorganization, including high levels of mobility
- >violence, drugs, etc.
- >minority and/or immigrant status

Family
- >chronic poverty
- >conflict/disruptions/violence
- >substance abuse
- >models problem behavior
- >abusive caretaking
- >inadequate provision for quality child care

School and Peers
- >poor quality school
- >negative encounters with teachers
- >negative encounters with peers &/or inappropriate peer models

Individual
- >medical problems
- >low birth weight/ neurodevelopmental delay
- >psychophysiological problems
- >difficult temperament & adjustment problems

II. Protective Buffers (Conditions that prevent or counter risk producing conditions – strengths, assets, corrective interventions, coping mechanisms, special assistance and accommodations)

Neighborhood
- >strong economic conditions/ emerging economic opportunities
- >safe and stable communities
- >available & accessible services
- >strong bond with positive other(s)
- >appropriate expectations and standards
- >opportunities to successfully participate, contribute, and be recognized

Family
- >adequate financial resources
- >nurturing supportive family members who are positive models
- >safe and stable (organized and predictable) home environment
- >family literacy
- >provision of high quality child care
- >secure attachments – early and ongoing

School and Peers
- >success at school
- >positive relationships with one or more teachers
- >positive relationships with peers and appropriate peer models
- >strong bond with positive other(s)

Individual
- >higher cognitive functioning
- >psychophysiological health
- >easy temperament, outgoing personality, and positive behavior
- >strong abilities for involvement and problem solving
- >sense of purpose and future
- >gender (girls less apt to develop certain problems)

III. Promoting Full Development (Conditions, over and beyond those that create protective buffers, that enhance healthy development, well-being, and a value-based life)

Neighborhood
- >nurturing & supportive conditions
- >policy and practice promotes healthy development & sense of community

Family
- >conditions that foster positive physical & mental health among all family members

School and Peers
- >nurturing & supportive climate school-wide and in classrooms
- >conditions that foster feelings of competence, self-determination, and connectedness

Individual
- >pursues opportunities for personal development and empowerment
- >intrinsically motivated to pursue full development, well-being, and a value-based life

---

***For more on these matters, see:**

Huffman, L.,Mehlinger, S., Kerivan, A. (2000). *Research on the Risk Factors for Early School Problems and Selected Federal Policies Affecting Children's Social and Emotional Development and Their Readiness for School.* The Child and Mental Health Foundation and Agencies Network. http://www.nimh.nih.gov/childp/goodstart.cfm

Hawkins, J.D. & Catalano, R.F. (1992). *Communities That Care.* San Francisco: Jossey-Bass.

Deci, E. & Ryan, R. (1985). *Intrinsic Motivation and Self-Determination in Human Behavior.* New York: Plenum.

Strader, T.N., Collins, D.A., & Noe, T.D. (2000). *Building Healthy Individuals, Families, and Communities: Creating Lasting Connections.* New York: Kluwer Academic/Plenum Publishers

Adelman, H.S. & Taylor, L. (1994). *On Understanding Intervention in Psychology and Education.* Westport, CT: Praeger.

****A reciprocal determinist view of behavior recognizes the interplay of environment and person variables.**

In sum, we stress that a focus on addressing barriers to development and learning is not at odds with the "paradigm shift" that emphasizes assets, strengths, protective factors, and resilience. The value of promoting healthy development and primary prevention is both evident and in need of continuous advocacy. At the same time, we know that too many youngsters are growing up and going to school in situations that not only do not promote healthy development but are antithetical to the process.

Commitment to enhancing child and youth development and improving instruction can help redress these conditions. But, effective prevention also requires direct and comprehensive action designed to remove or at least minimize the impact of barriers – hostile environments, individual vulnerabilities, and true disabilities and disorders. Otherwise, such barriers will continue to interfere with youngsters benefiting from programs designed to promote development and provide the best possible instruction.

In addressing barriers to learning at schools, much of the intervention focus must be on enhancing the school-wide and classroom environment, and also connecting with the community to prevent problems and enhance every youngster's strengths. At the same time, for the few individuals who need something more, schools and communities, separately and working together, must provide essential supports and assistance. No paradigm shift can afford to ignore these matters or assume that they will be rectified if only schools will make a greater commitment to youth development. It's not a matter of either/or. It's not about a positive vs. a negative emphasis (or excusing or blaming anyone). And, it's not about what's wrong vs. what's right with kids. It is about developing and building on assets, strengths, protective factors, resilience. It also is about continuing to face up to the reality of major extrinsic barriers, as well as problem conditions that are intrinsic to or have become internalized by some youngsters. We all share the responsibility of promoting healthy development *and* addressing barriers.

A Bit More About School-Community Partnerships

> **One of the most important, cross-cutting social policy perspective to emerge in recent years is an awareness that no single institution can create all the conditions that young people need to flourish.**
>
> Melaville & Blank, 1998

School-community initiatives are growing at an exponential rate. These "experiments" could improve schools, strengthen neighborhoods, and lead to marked reduction of young people's problems. Or such "collaborations" can end up being another reform effort that promised a lot, did little good, and even did some harm.

In thinking about school-community partnerships it is essential not to overemphasize the topics of coordinating community services and co-locating them on school sites. Such thinking downplays the need to also restructure the various education support programs and services that schools own and operate. And, it has led some policy makers to the mistaken impression that community resources can effectively meet the needs of schools in addressing barriers to learning. In turn, this has led some to see linking of community services to schools as a way to free up the dollars underwriting school owned services. The reality is that even when one adds together community and school assets, the total set of services in impoverished locales is woefully inadequate. Policy makers must realize that as important as it is to reform and restructure health and human services, accessible and high quality services remain only one facet of a comprehensive, cohesive approach for strengthening families and neighborhoods.

Optimally, school-community partnerships formally blend together resources of at least one school and sometimes a group of schools or an entire school district with resources in a given neighborhood or the larger community. The intent is to sustain such partnerships over time. The range of entities in a community are not limited to agencies and organizations; they encompass people, businesses, community based organizations, postsecondary institutions, religious and civic groups, programs at parks and libraries, and any other facilities that can be used for recreation, learning, enrichment and support.

While it is relatively simple to make informal school-community linkages, establishing major long-term partnerships is complicated. They require vision, cohesive policy, and basic systemic reforms. School-community partnerships can weave together a critical mass of resources and strategies to enhance caring communities that support all youth and their families and enable success at school and beyond. Comprehensive partnerships represent a promising direction for efforts to generate essential interventions to address barriers to learning, enhance healthy development, and strengthen families and neighborhoods. Building such partnerships requires an enlightened vision, creative leadership, and new and multifaceted role for professions who work in schools and communities, as well as for all who are willing to assume leadership.

Recommendations to Enhance and Sustain School-Community Partnerships

Effective school-community partnerships require a cohesive set of policies to redeploy school and community resources in effective ways. Policy must

move *governance* toward shared decision making with appropriate local control–a key facet of this is providing incentives, supports, and training for effective involvement of line staff, families, students, and other community members.

create *change teams and change agents* to carry out the daily activities of systemic change related to building essential support and redesigning processes to initiate, establish, and maintaining changes over time.

delineate high level *leadership* and underwrite essential *leadership/management training* regarding vision for change, how to effect such changes, how to institutionalize the changes and generate ongoing renewal

establish institutionalized *mechanisms to manage and enhance resources* for school-community partnerships and related systems (focusing on analyzing, planning, coordinating, integrating, monitoring, evaluating, and strengthening ongoing efforts)

provide adequate funds for *capacity building* related to accomplishing desired system changes to enhance intervention quality over time

use a sophisticated approach to *accountability* that emphasize data that can help develop effective collaboration through initial focus on short-term benchmarks and evolves into evaluation on long range indicators of impact.

Such as strengthened policy focus would allow partners to build the continuum of interventions needed to make a significant impact in addressing the health, learning, and well being of all youngsters through strengthening youngsters, families, schools, and neighborhoods.

Part V. Using Sustainability Activities as Opportunities to Enhance School-Community Collaborations

A. Enhancing Policy for Comprehensive, Multifaceted Approaches

B. Enhancing Infrastructure

C. Developing Standards and Expanding the Accountability Framework

Most demonstration projects and initiatives have the potential to be a catalyst for systemic change. Moreover, it is usually the case that such projects must produce systemic changes or much of what they have developed is unlikely to be sustained. Federally-funded programs, such as the Safe Schools/Healthy Students projects, are excellent examples of an initiative that starts with a focus on one major problem (e.g., violence prevention) and offers the opportunity to build into school-community systems a comprehensive, multifaceted approach to addressing multiple problems and promoting healthy development.

As indicated in this document's preface, sustainability should be pursued from the onset of a project. In this section, we explore three areas where projects can play a catalytic role with the intent of stimulating systemic changes to maintain important innovations. The specific focus here is on: (a) enhancing policy for comprehensive, multifaceted approaches (b) enhancing infrastructure, and (c) developing standards and expanding the accountability framework.

A. Enhancing Policy for Comprehensive, Multifaceted Approaches

As project staff usually are aware, their work usually is only one facet of addressing a complex array of factors that interfere with learning, development, parenting, and teaching. The need for more extensive systemic changes is widely acknowledged. For too many youngsters, limited intervention efficacy seems inevitable as long as a full continuum of necessary programs is unavailable; and limited cost effectiveness seems inevitable as long as related interventions are carried out in isolation of each other. The implications of this for policy and practice are that major breakthroughs in addressing the problems of children and youth, their families, their schools, and society as a whole are unlikely in the absence of comprehensive, multifaceted, and integrated approaches.

At the same time, it is evident that the desire to establish such approaches is frustrated by inadequate funding, by the way interventions are conceived and organized, and by the way professionals usually understand their roles and functions.

For many reasons, policy makers currently assign a low priority to underwriting efforts for addressing complex problems with comprehensive, multifaceted solutions. Organizationally and functionally, policy makers mandate, and planners and developers focus on, specific programs and services.

In addition, a recent trend has been to pursue school-linked services as a promising way to enhance service delivery. However, even where school-linked services are feasible, the tendency is for agencies simply to co-locate staff on a few school campuses. In doing so, they provide a *few* clients better access to services. Access clearly is a prerequisite to effective intervention. Access, of course, is no guarantee of effectiveness. Moreover, co-location is no guarantee of intervention cohesiveness. Indeed, in linking with schools, community agencies often simply operate in parallel to the intervention efforts of school personnel, ignoring school staff who perform similar or complementary functions and leading to another form of fragmentation. Even more of a problem is the reality that there simply are not enough community agency resources for all services to link with all schools. Thus, the situation becomes either a matter of limiting linkages to the first schools that express an interest or spreading limited resources (until they are exhausted) as more schools reach out. Furthermore, by approaching school-linked services as a co-location model, outside agencies are creating a fear of job loss among personnel who staff school-owned support services. This sense of threat is growing as school policy makers in various locales explore the possibility of contracting out services. The atmosphere created by such approaches certainly is not conducive to collaboration and further interferes with cohesiveness.

The above deficiencies in policy and practice provide ample opportunity for project staff to pursue their work in ways that can catalyze systemic changes rather than becoming just another supplementary set of activities that operates in parallel to related activities. For this to happen, project directors must think in terms of transforming the nature and scope of intervention efforts so that comprehensive, multifaceted, and integrated approaches are developed. To these ends, they must take steps to:

- show that their work is part of a broad framework and fits under a unifying concept (see Part IV of this document)
- help to create an infrastructure that works cohesively with all who are encompassed by the unifying concept (discussed in the next section)
- combine capacity building resources and activities to promote appropriate implementation of comprehensive, multifaceted, and integrated approaches
- show how their work, combined with that of others, can be implemented on a large-scale to enhance intervention effectiveness for the many – not just a few.

B. Enhancing Infrastructure

With respect to local systemic changes, well-designed infrastructure mechanisms ensure local ownership, a critical mass of committed stakeholders, effective capacity building, processes to overcome barriers to stakeholders working together effectively, and strategies that mobilize and maintain proactive effort so that changes are implemented and renewed over time. Institutionalizing comprehensive, multifaceted, and integrated approaches requires redesigning mechanisms for governance, capacity building, planning, implementation, coordination, daily leadership, communication, information management, and so forth. In reforming mechanisms, new collaborative arrangements must be established, and authority/power must be redistributed. All this obviously requires that those who operate the mechanisms are adequately supported and provided with essential resources, such as time, space, materials, and equipment – not just initially but over time. And, there must be appropriate incentives and safeguards for those undertaking the risks involved in making major changes.

Obviously, no single project can transform existing school and community mechanisms. At the same time, any project can be a catalyst for changing organizational and operational infrastructures. The first step is to avoid setting up a separate infrastructure for the project. The next steps involve proposing ways to integrate the project with related activity, defining functions in ways that stress commonalities, and then, determining whether the existing infrastructure can effectively pursue the functions or how it should be modified to do so.

The discussion on the following pages highlights ways to think about designing infrastructure to support development of comprehensive, multifaceted approaches that weave together school and community resources. (This material is from several other Center documents.)

Conceiving school-community partnerships from localities outward

From the onset, sustainability needs to be thought about in terms of both maintaining and scaling-up. With both these matters in mind, the first focus is on mechanisms at the school-neighborhood level. Then, based on analyses of what is needed to facilitate and enhance efforts at a locality, mechanisms are conceived that enable several school-neighborhood collaborations to work together to increase efficiency and effectiveness and achieve economies of scale. Then, system-wide mechanisms can be (re)designed to provide support for what each locality is trying to develop.

At each level, an infrastructure of organizational and operational mechanisms are required for oversight, leadership, resource and program development, and ongoing support. Such mechanisms (e.g., key personnel, teams) provide ways to (a) arrive at decisions about priorities and resource allocation, (b) maximize systematic and integrated planning, implementation, maintenance, and evaluation of interventions, (c) create formal working relation-ships between school and community resources, and (d) upgrade and modernize in ways that reflect the best intervention thinking and use of technology. At each level, these tasks require that staff adopt some new roles and functions and that parents, students, and other representatives from the school and community enhance their involvement. They also call for redeployment of existing resources.

A brief discussion of each level follows.

The focus is first on what is needed at the school-neighborhood level ...

. . . then on ways several school-neighborhood partners can work together and, finally, on what system-wide resources can do to support local collaborations

---

Note: Structure Follows Function

As more and more emphasis is placed on committees, teams, collaborative bodies, and other groups that come together, there has been increasing concern about just going to meetings and not making any progress. One problem is that a fundamental organizational principle often is neglected. That principle states simply: *structure follows function.*

> *We are unlikely to create a potent infrastructure if we are not clear about the functions we want to accomplish.*

Efforts to effectively provide learning supports at a school involve both intervention-oriented functions and resource-oriented functions. Moving in new directions adds functions specifically related to systemic change.

For example:

> in responding to the needs of individual students and families, the emphasis is on such intervention functions as determining who needs what and how soon (triage), referrals to appropriate interventions, coordinating and managing interventions, monitoring progress and reassessing needs, and related activity;
>
> resource-oriented functions include mapping and analyzing how resources are being used and establishing priorities for how to deploy and redeploy resources to improve interventions and their outcomes;
>
> systemic change functions include how to create readiness for change, how to build stakeholder capacity for change, how to phase in major changes, and how to sustain valued changes.

School-neighborhood level mechanisms

An effective infrastructure must coalesce at the local level. Thus, a school and its surrounding community are a reasonable focal point around which to build a multi-level organizational plan. Moreover, primary emphasis on this level meshes nicely with contemporary restructuring views that stress increased school-based and neighborhood control.

Policymakers and administrators must ensure the necessary infrastructure is put in place for

weaving existing activity together

evolving programs

reaching out to enhance resources

If the essential programs are to play out effectively at a locality, policy makers and administrators must ensure that the necessary infrastructure is in place. From a local perspective, there are three overlapping challenges to moving from piecemeal approaches to a cohesive approach. One is weaving existing activity together. A second entails evolving programs so they are more effective. The third challenge is to reach out to other resources in ways that expand the partnership. Such outreach encompasses forming collaborations with other schools, establishing formal linkages with community resources, and reaching out to more volunteers, professionals-in-training, and community resources.

Mechanisms include:

a resource-oriented team

Meeting the above challenges requires development of well-conceived mechanisms that are appropriately sanctioned and endowed by governance bodies. Based on lessons learned, one good starting place is to establish a resource-oriented team (e.g., a Resource Coordinating Team) at a specific school. Properly constituted, a resource team leads and steers efforts to maintain and improve a multifaceted and integrated approach. This includes developing local partnerships. Such a team helps reduce fragmentation and enhances cost-efficacy by analyzing, planning, coordinating, integrating, monitoring, evaluating, and strengthening ongoing efforts. (See the Center's documents on resource-oriented mechanisms.)

local program teams

To ensure daily programmatic activity is well-planned, implemented, evaluated, maintained, and evolved, the resource/steering team, in turn, helps establish and coordinate local program teams. In forming such teams, identifying and deploying enough committed and able personnel may be difficult. Initially, a couple of motivated and competent individuals can lead the way in a particular program area – with others recruited over time as necessary and/or interested. Some "teams" might even consist of one individual. In some instances, one team can address more than one programmatic area. Many localities, of course, are unable to simultaneously develop many new program areas. Such localities must establish priorities and plans for how to develop and phase in new programs. The initial emphasis should be on meeting the locality's most pressing needs, such as enhancing assistance, responding to crises, and pursuing ways to prevent garden variety learning, behavior, and emotional problems.

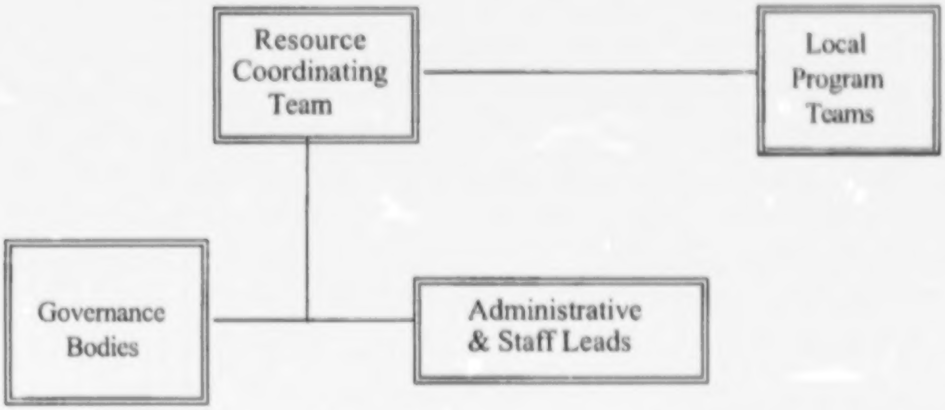
administrative leads

Most schools and agencies do not have an administrator whose job definition includes the leadership role and functions necessary to accomplish the above objectives. This is not a role for which most principals or agency heads have time. The need, then, is to establish a policy and restructure jobs to ensure there are *site administrative leads* whose job encompasses this responsibility. Such persons must sit on the resource team and then represent and advocate the team's recommendations whenever governance and administrative bodies meet – especially at meetings when decisions are made regarding programs and operations (e.g., use of space, time, budget, and personnel).

staff leads

Finally, *staff leads* can be identified from the cadre of line staff who have interest and expertise with respect to school-community partnerships. If a locality has a center facility (e.g., Family or Parent Resource Center or a Health Center), the center's coordinator would be one logical choice for this role. Staff leads also must sit on the resource team and be ready to advocate at key times for the team's recommendations at meetings with administrative and governance bodies.

Besides facilitating the development of a potent approach for developing school-community partnerships, administrative and staff leads play key roles in daily implementation, monitoring, and problem solving related to such efforts.



As will be evident on the following pages, conceptualization of the necessary local level infrastructure helps clarify what supportive mechanisms should be developed to enable several school-neighborhood collaborations to work together and what is needed at system-wide levels to support localities

A School Resource-Oriented Mechanism for a Learning Support (Enabling) Component

Our focus here is on a key resource-oriented mechanism for school sites. By starting with a designated group that is responsible for resources, a school can develop a flexible and fluid infrastructure with the capacity to carry out functions and that can be sustained over time

At schools, obviously the administrative leadership is key to ending the marginalization of efforts to address learning, behavior, and emotional problems. The other key is establishment of a mechanism that focuses specifically on how resources are used at the school to address barriers to learning.

In some schools as much as 30 percent of the budget may be going to problem prevention and correction. Every school is expending resources to enable learning; few have a mechanism to ensure appropriate use of existing resources and enhance current efforts. Such a mechanism contributes to cost-efficacy of learner support activity by ensuring all such activity is planned, implemented, and evaluated in a coordinated and increasingly integrated manner. It also provides another means for reducing marginalization.

Creating resource-oriented mechanisms is essential for braiding together school and community resources and encouraging intervention activity to function in an increasingly cohesive way. When such mechanisms are created in the form of a "team," they also are a vehicle for building working relationships and can play a role in solving turf and operational problems.

One primary and essential function undertaken by a resource-oriented mechanism is identifying existing school and community programs and services that provide supports for students, families, and staff. This early stage of resource mapping provides a basis for a "gap" assessment. (Given surveys of the unmet needs of and desired outcomes for students, their families, and school staff, what's missing?). Analyses of what is available, effective, and needed provide an essential basis for formulating priorities. Clear priorities allow for strategic development of strategies for filling critical gaps and enhancing cost-effectiveness (e.g., by enhanced use of existing resources through linkages with other schools and district sites and with the community).

Beyond the School

In a similar fashion, a resource-oriented team for a complex or family of schools (e.g., a high school and its feeder schools) and a team at the district level provide mechanisms for analyses on a larger scale. This can lead to strategies for cross-school, community-wide, and district-wide cooperation and integration to enhance intervention effectiveness and garner economies of scale.

For those concerned with school reform, resource-oriented mechanisms are a key facet of efforts to transform and restructure school support programs and services.

A School-Site Resource Coordinating Team

We call the school level resource-oriented mechanism a *Resource Coordinating Team.* Such teams were initially piloted in the Los Angeles Unified School District and now the concept is being introduced in many schools across the country.

Properly constituted, such a team provides on-site leadership for efforts to address barriers comprehensively and ensures the maintenance and improvement of a multifaceted and integrated approach.

Creation of a school-site *Resource Coordinating Team* provides a starting point in efforts to reform and restructure education support programs. Such a team not only can begin the process of transforming what already is available, it can help reach out to District and community resources to enhance education support activity. As discussed below, such a resource-oriented team differs from case-oriented teams. The focus of this team is not on individual students. Rather, it is oriented to clarifying resources and how they are best used.

Resource-oriented teams are to help

improve coordination and efficacy by ensuring

>basic systems are in place and effective (e.g., for referral, triage, case management)

>programs/services are profiled, written up, and circulated

>resources are shared equitably

enhance resources through staff development and by facilitating creation of new resources via redeployment and outreach

evolve a site's education support activity infrastructure by assisting in the creation of program work groups and Family/Parent Centers as hubs for such activities.

Among its first functions, the Resource Coordinating Team can help clarify

(a) the resources available at the school and by referral from the school (who? what? when?) – For example, the team can map out and then circulate to staff, students, and parents a handout describing "Available Special Services, Programs, and Other Resources."

(b) how someone gains access to available resources – The team can clarify processes for referral, triage, follow-through, and case management, and circulate a description of procedures to the school staff and parents.

(c) how resources are coordinated – To ensure systems are in place and to enhance effectiveness, the team can help weave together resources, make analyses, coordinate activity, and so forth.

(d) what other resources the school needs and what steps should be taken to acquire them – The team can identify additional resources that might be acquired from the District or by establishing community linkages.

Contrasting Resource- & Case-Oriented Teams

When we mention a Resource Coordinating Team, some school staff quickly respond: *We already have one!* When we explore this with them, we usually find what they have is a *case-oriented team* – that is, a team that focuses on individual students who are having problems. Such a team may be called a student study team, student success team, student assistance team, teacher assistance team, and so forth.

To help clarify the difference between resource and case-oriented teams, we contrast the functions of each as described on the following pages:

A Case-Oriented Team	***A Resource-Oriented Team***
Focuses on specific *individuals* and discrete *services* to address barriers to learning	Focuses on *all* students and the *resources, programs, and systems* to address barriers to learning & promote healthy development
Sometimes called:	Possibly called:
Child Study Team Student Study Team Student Success Team Student Assistance Team Teacher Assistance Team IEP Team	Resource Coordinating Team Resource Coordinating Council School Support Team Learning Support Team
EXAMPLES OF FUNCTIONS:	EXAMPLES OF FUNCTIONS:
>triage *>referral* *>case monitoring/management* *>case progress review* *>case reassessment*	*>mapping resources* *>analyzing resources* *>enhancing resources* *>program and system planning/ development – including emphasis on establishing a full continuum of intervention* *>redeploying resources* *>coordinating-integrating resources* *>social "marketing"*

Two parables help differentiate the two types of mechanisms and the importance of both sets of functions.

A *case-orientation* fits the *starfish* parable.

> The day after a great storm had washed up all sorts of sea life far up onto the beach, a youngster set out to throw back as many of the still-living starfish as he could. After watching him toss one after the other into the ocean, an old man approached him and said: *It's no use your doing that, there are too many, You're not going to make any difference.*
>
> The boy looked at him in surprise, then bent over, picked up another starfish, threw it in, and then replied: *It made a difference to that one!*

This parable, of course, reflects all the important clinical efforts undertaken by staff alone and when they meet together to work on specific cases.

The *resource-oriented* focus is captured by what can be called the *bridge* parable.

> In a small town, one weekend a group of school staff went fishing together down at the river. Not long after they got there, a child came floating down the rapids calling for help. One of the group on the shore quickly dived in and pulled the child out. Minutes later another, then another, and then many more children were coming down the river and drowning. Soon every one in the group was diving in and dragging children to the shore, resuscitating them, and then jumping back in to save as many as they could. But, there were too many. For every one they saved, several others floated by. All of a sudden, in the midst of all this frenzy, one of the group stopped jumping in and was seen walking away. Her colleagues were amazed and irate. How could she leave when there were so many children to save? About an hour later, to everyone's relief, the flow of children stopped, and the group could finally catch their breath.
>
> At that moment, their colleague came back. They turned on her and angrily shouted: *How could you walk off when we needed everyone here to save the children?*
>
> She replied: *It occurred to me that someone ought to go upstream and find out why so many kids were falling into the river. What I found is that the old wooden bridge had several planks missing, and when some children tried to jump over the gap, they couldn't make it and fell through into the river. So I got someone to fix the bridge.*

Fixing and building better bridges is a good way to think about prevention, and it helps underscore the importance of taking time to improve and enhance resources, programs, and systems.

Recapping: What a resource-oriented mechanism does

A resource-oriented team exemplifies the type of mechanism needed for overall cohesion of school support programs and systems. As indicated, its focus is not on specific individuals, but on how resources are used.

In pursuing its functions, the team provides what often is a missing link for managing and enhancing programs and systems in ways that integrate and strengthen interventions. For example, such a mechanism can be used to (a) map and analyze activity and resources to improve their use in preventing and ameliorating problems, (b) build effective referral, case management, and quality assurance systems, (c) enhance procedures for management of programs and information and for communication among school staff and with the home, and (d) explore ways to redeploy and enhance resources – such as clarifying which activities are nonproductive and suggesting better uses for resources, as well as reaching out to connect with additional resources in the school district and community.

Minimally, a resource-oriented team can reduce fragmentation and enhance cost-efficacy by assisting in ways that encourage programs to function in a coordinated and increasingly integrated way. For example, the team can coordinate resources, enhance communication among school staff and with the home about available assistance and referral processes, and monitor programs to be certain they are functioning effectively and efficiently. More generally, this group can provide leadership in guiding school personnel and clientele in evolving the school's vision for learning support and enhancing resources.

How Many Stakeholders Are Needed to Form Such a Mechanism?

Where creation of "another team" is seen as a burden, existing teams, such as student or teacher assistance teams and school crisis teams, have demonstrated the ability to do resource-oriented functions. In adding the resource-oriented functions to another team's work, great care must be taken to structure the agenda so sufficient time is devoted to the additional tasks. For small schools, a large team often is not feasible, but a two person team can still do the job.

It is conceivable that one person could start the process of understanding the fundamental resource-oriented functions and delineating an infrastructure to carry them out. It is better, however, if several stakeholders put their heads together.

Who Should be Included?

Although a resource-oriented mechanism might be created solely around psychosocial programs, it is meant to focus on resources related to all major learning support programs and services. Thus, it tries to bring together representatives of all these programs and services. This might include, for example, school counselors, psychologists, nurses, social workers, attendance and dropout counselors, health educators, special education staff, after school program staff, bilingual and Title I program coordinators, health educators, safe and drug free school staff, and union reps. It also should include representatives of any community agency that is significantly involved with schools. Beyond these "service" providers, such a team is well-advised to add the energies and expertise of administrators, regular classroom teachers, non-certificated staff, parents, and older students.

Properly constituted, trained, and supported, a resource-oriented team complements the work of the site's governance body through providing on-site overview, leadership, and advocacy for all activity aimed at addressing barriers to learning and teaching. Having at least one representative from the resource team on the school's governing and planning bodies ensures the type of infrastructure connections that are essential if programs and services are to be maintained, improved, and increasingly integrated with classroom instruction. And, of course, having an administrator on the team provides the necessary link with the school's administrative decision making related to allocation of budget, space, staff development time, and other resources.

See the Exhibit on the following page for a one-page fact sheet describing a Resource Coordinating Team.

Exhibit

WHAT IS A RESOURCE COORDINATING TEAM?

Every school that wants to improve its systems for providing student support needs a mechanism that focuses specifically on improving resource use and enhancement. A *Resource Coordinating Team* is a vital form of such a mechanism.

Most schools have teams that focus on individual student/family problems (e.g., a student support team, an IEP team). These teams focus on such functions as referral, triage, and care monitoring or management. In contrast to this case-by-case focus, a school's *Resource Coordinating Team* can take responsibility for enhancing use of all resources available to the school for addressing barriers to student learning and promoting healthy development. This includes analyzing how existing resources are deployed and clarifying how they can be used to build a comprehensive, multifaceted, and cohesive approach. It also integrally involves the community with a view to integrating human and financial resources from public and private sectors to ensure that all students have an equal opportunity to succeed at school.

What are its functions?

A Resource Coordinating Team performs essential functions related to the implementation and ongoing development of a comprehensive, multifaceted, and cohesive approach for addressing barriers to student learning and promoting healthy development.

Examples of key functions are:

- Mapping resources at school and in the community
- Analyzing resources
- Identifying the most pressing program development needs at the school
- Coordinating and integrating school resources & connecting with community resources
- Establishing priorities for strengthening programs and developing new ones
- Planning and facilitating ways to strengthen and develop new programs and systems
- Recommending how resources should be deployed and redeployed
- Developing strategies for enhancing resources
- "Social marketing"

Related to the concept of an Enabling (Learning Support) Component, these functions are pursued within frameworks that outline six curriculum content areas and the comprehensive continuum of interventions needed to develop a comprehensive, multifaceted approach to student support that is integrated fully into the fabric of the school.

Who's on a Resource Coordinating Team?

A Resource Coordinating Team might begin with only two people. Where feasible, it should expand into an inclusive group of informed stakeholders who are able and willing. This would include the following:

- Principal or assistant principal
- School Psychologist
- Counselor
- School Nurse
- School Social Worker
- Behavioral Specialist
- Special education teacher
- Representatives of community agencies involved regularly with the school
- Student representation (when appropriate and feasible)
- Others who have a particular interest and ability to help with the functions

It is important to integrate the RCT with the infrastructure mechanisms at the school focused on instruction and management/governance. For example, the school administrator on the team must represent the team at administrative meetings; there also should be a representative at governance meetings; and another should represent the team at a Resource Coordinating *Council* formed for the feeder pattern of schools.

References:

Adelman, H.S. (1993). School-linked mental health interventions: Toward mechanisms for service coordination and integration. *Journal of Community Psychology, 21*, 309-319.

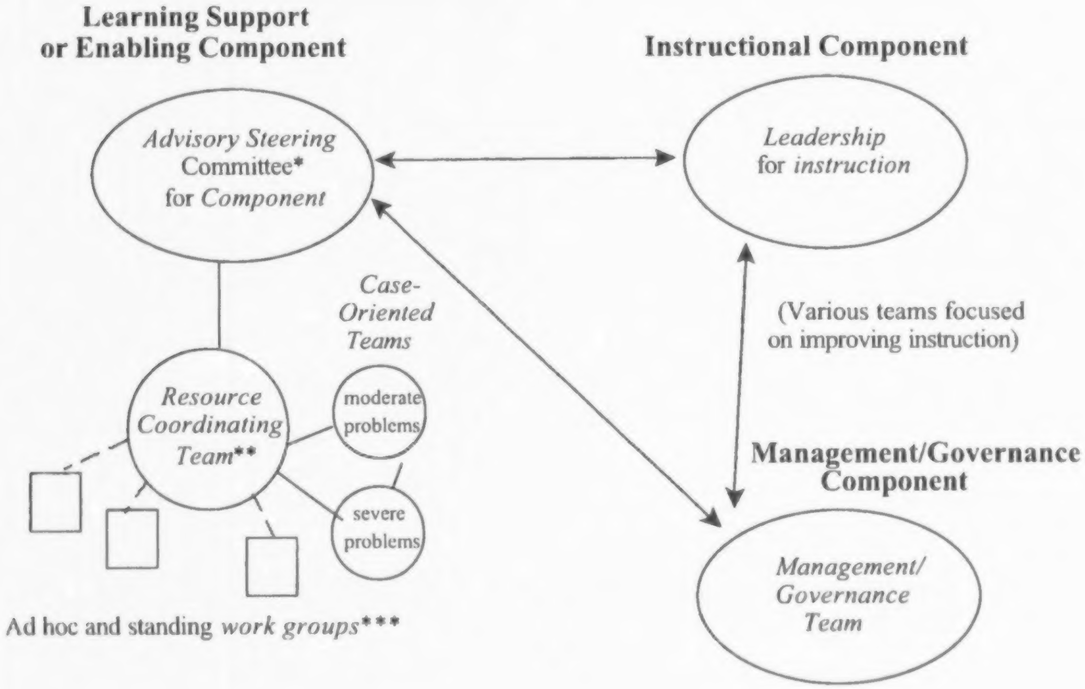
Center for Mental Health in Schools (2001). *Resource-Oriented Teams: Key Infrastructure Mechanisms for Enhancing Education Supports.* Los Angeles: Author at UCLA.

Center for Mental Health in Schools (2002). *Creating the Infrastructure for an Enabling (Learning Support) Component to Address Barriers to Student Learning.* Los Angeles: Author at UCLA.

Rosenblum, L., DiCecco, M.B., Taylor, L., & Adelman, H.S. (1995). Upgrading school support programs through collaboration: Resource Coordinating Teams. *Social Work in Education, 17*, 117-124.

The Figure below illustrates the type of infrastructure that needs to emerge at the school if it is to effectively develop a comprehensive component to address barriers to learning.

Figure. An example of an integrated infrastructure at a school site.


Learning Support or Enabling Component
Instructional Component
Advisory Steering Committee* for Component
Leadership for instruction
Case-Oriented Teams
(Various teams focused on improving instruction)
Resource Coordinating Team**
moderate problems
severe problems
Management/Governance Component
Management/Governance Team
Ad hoc and standing work groups***

*A Learning Support or Enabling Component Advisory/Steering Committee at a school site consists of a leadership group whose responsibility is to ensure the vision for the component is not lost. It meets as needed to monitor and provide input to the Resource Coordinating Team..

**A Resource Coordinating Team is the key to ensuring component cohesion and integrated implementation. It meets weekly to guide and monitor daily implementation and development of all programs, services, initiatives, and systems at a school that are concerned with providing student support and specialized assistance.

***Ad hoc and standing work groups are formed as needed by the Resource Coordinating Team to address specific concerns. These groups are essential for accomplishing the many tasks associated with the Resource Coordinating Team's functions.

Mechanisms for several localities to work together

Neighboring localities have common concerns and may have programmatic activity that can use the same resources. By sharing, they can eliminate redundancy and reduce costs. Some school districts already pull together clusters of schools to combine and integrate personnel and programs. These are sometimes called complexes or families of schools.

Resource Coordinating Councils

A multi-locality *Resource Coordinating Council* provides a mechanism to help ensure cohesive and equitable deployment of resources and also can enhance the pooling of resources to reduce costs. Such councils can be particularly useful for integrating neighborhood efforts and those of high schools and their feeder middle and elementary schools. (This clearly is important in connecting with those families who have youngsters attending more than one level of schooling in the same cluster.) With respect to linking with community resources, multi-locality teams are especially attractive to community agencies who often don't have the time or personnel to link with individual schools. To these ends, 1 to 2 representatives from each local resource team can be chosen to form a council and meet at least once a month and more frequently as necessary. Such a mechanism helps (a) coordinate and integrate programs serving multiple schools and neighborhoods, (b) identify and meet common needs with respect to guidelines and staff development, and (c) create linkages and collaborations among schools and agencies. More generally, the council provides a useful mechanism for leadership, communication, maintenance, quality improvement, and ongoing development of a comprehensive continuum of programs and services. Natural starting points for councils are the sharing of needs assessment, resource mapping, analyses, and recommendations for reform and restructuring. Specific areas of initial focus may be on such matters as addressing community-school violence and developing prevention programs and safe school and neigborhood plans.

Local Planning Councils

Representatives from Resource Coordinating Councils would be invaluable members of planning groups (e.g., Service Planning Area Councils, Local Management Boards). They bring info about specific schools, clusters of schools, and local neighborhoods and do so in ways that reflect the importance of school-community partnerships.

Standing Committee of the Board of Education

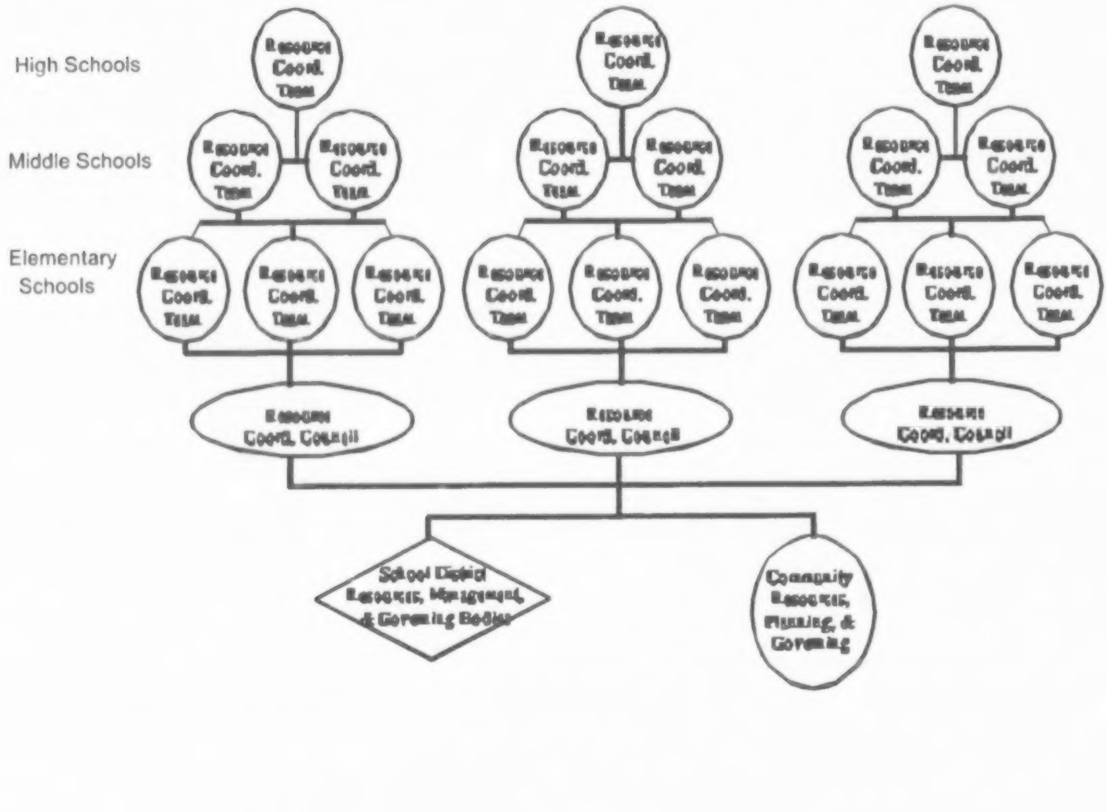
Matters related to comprehensive approaches best achieved through school-community partnerships appear regularly on the agenda of local school boards. The problem is that each item tends to be handled in an ad hoc manner, without sufficient attention to the "Big Picture." One result is that the administrative structure in the school district is not organized in ways that coalesce its various programs and services for addressing barriers and promoting healthy development. The piecemeal structure reflects the marginalized status of such functions and both creates and maintains the fragmented policies and practices that characterize efforts to address barriers. Boards of Education need a standing committee that deals indepth and consistently with these functions so they are addressed in more cohesive and effective ways. Such a committee can help ensure policy and practice are formulated in a cohesive way based on a big picture perspective of how all the various resources and functions relate to each other.

BEST COPY AVAILABLE

Schools in the same geographic or catchment area have a number of shared concerns, and schools in the feeder pattern often interact with students from the same family. Furthermore, some programs and personnel already are or can be shared by several neighboring schools, thereby minimizing redundancy and reducing costs. A multi-site team can provide a mechanism to help ensure cohesive and equitable deployment of resources and also can enhance the pooling of resources to reduce costs. Such a mechanism can be particularly useful for integrating the efforts of high schools and their feeder middle and elementary schools. This clearly is important in addressing barriers with those families who have youngsters attending more than one level of schooling in the same cluster. It is neither cost-effective nor good intervention for each school to contact a family separately in instances where several children from a family are in need of special attention.

A Resource-Oriented Mechanism for a Family of Schools

In general, a group of schools can benefit from a multi-site resource-oriented mechanism designed to provide leadership, facilitate communication and connection, and ensure quality improvement across sites. For example, a multi-site team, or what we call a Complex Resource Coordinating Council, might consist of a high school and its feeder middle and elementary schools. It brings together one to two representatives from each school's resource *team* (see figure below).


High Schools
Middle Schools
Elementary Schools
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Team
Resource Coord. Council
Resource Coord. Council
Resource Coord. Council
School District Resources, Management, & Governing Bodies
Community Resources, Planning, & Governing

BEST COPY AVAILABLE

A mechanism such as a Resource Coordinating *Council* helps (a) coordinate and integrate programs serving multiple schools, (b) identify and meet common needs with respect to guidelines and staff development, and (c) create linkages and collaborations among schools and with community agencies. In this last regard, it can play a special role in community outreach both to create formal working relationships and ensure that all participating schools have access to such resources.

Natural starting points for councils are the sharing of need assessments, resource mapping, analyses, and recommendations for reform and restructuring. An initial focus may be on local, high priority concerns such as developing prevention programs and safe school plans to address community-school violence.

With respect to linking with community resources, multi-school teams are especially attractive to community agencies who often don't have the time or personnel to link with individual schools. In general, then, a group of sites can benefit from having an ongoing, multi-site, resource-oriented mechanism that provides leadership, facilities communication, coordination, integration, and quality improvement of all activity the sites have for addressing barriers to learning and promoting healthy development.

Some specific functions for a Council are:

Council Functions

to share info about resource availability (at participating schools and in the immediate community and in geographically related schools and district-wide) with a view to enhancing coordination and integration.

to identify specific needs and problems and explore ways to address them (e.g., Can some needs be met by pooling certain resources? Can improved linkages and collaborations be created with community agencies? Can additional resources be acquired? Can some staff and other stakeholder development activity be combined?)

to discuss and formulate longer-term plans and advocate for appropriate resource allocation related to enabling activities.

Council Membership

Each school might be represented on the *Council* by two members of its Resource *Team*. To assure a broad perspective, one of the two might be the site administrator responsible for enabling activity; the other would represent line staff. To ensure a broad spectrum of stakeholder input, the council also should include representatives of classroom teachers, non-certificated staff, parents, and students, as well as a range of community resources that should be involved in schools.

Council facilitation involves responsibility for convening regular monthly (and other ad hoc) meetings, building the agenda, assuring that meetings stay task focused and that between meeting assignments will be carried out, and ensuring meeting summaries are circulated. With a view to shared leadership and effective advocacy, an administrative leader and a council member elected by the group can co-facilitate meetings. Meetings can be rotated among schools to enhance understanding of each site in the council.

System-wide mechanisms

Local and multi-site mechanisms are not sufficient. System-wide policy guidance, leadership, and assistance are required. With respect to establishing a comprehensive continuum of programs and services, a system-wide *policy* commitment represents a necessary foundation.

Mechanisms that seem essential are:

a system-wide leader

Then, system-wide mechanisms must be established. Development of such mechanisms should reflect a clear conception of how each supports local activity. Several system-wide mechanisms seem essential for coherent oversight and leadership in developing, maintaining, and enhancing comprehensive approaches involving school-community partnerships. One is a *system-wide leader* with responsibility and accountability for the system-wide vision and strategic planning related to (a) developing school-community collaborations to evolve comprehensive approaches and (b) ensuring coordination and integration of activity among localities and system-wide. The leader's functions also encompass evaluation, including determination of the equity in program delivery, quality improvement reviews of all mechanisms and procedures, and ascertaining results.

Two other recommended mechanisms at this level are a *system-wide leadership group* and *a resource coordinating body*. The former can provide expertise and leadership for the ongoing evolution of the initiative; the latter can provide guidance for operational coordination and integration across the system. The composition for these will have some overlap.

a system-wide leadership group

The leadership group should include (a) key administrative and line staff who have relevant expertise and vision, (b) staff who can represent the perspectives of the various stake-holders, and (c) others whose expertise (e.g., public health, mental health, social services, recreation, juvenile justice, post secondary institutions) make them invaluable contributors to the tasks at hand.

a system-wide resource coordinating body

The system-wide resource coordinating body can provide guidance for operational coordination and integration across groups of schools. Functions might encompass (a) ensuring there is a district-wide vision and strategic planning for addressing barriers to student learning and promoting healthy development, (b) ensuring coordination and integration among groups of schools and system-wide, (c) establishing linkages and integrated collaboration among system-wide programs and with those operated by community, city, and county agencies, (d) ensuring complete and comprehensive integration with the district's education reforms, and (e) ensuring evaluation, including determination of equity in program delivery, quality improvement reviews of all mechanisms and procedures, and ascertaining results for accountability purposes.

The system-wide group should include (a) representatives of multi-school councils, (b) key district administrative and line staff with relevant expertise and vision (including unit heads, coordinators, union reps), and (c) various other stakeholders such as nondistrict members whose job and expertise (e.g., public health, mental health, social services, recreation, juvenile justice, post secondary institutions) make them invaluable contributors to the tasks at hand.

Organization Facilitators

A cadre of *Organization Facilitators* provide a change agent mechanism that can assist in the development and maintenance of resource-oriented teams and councils. Such personnel also can help organize basic "interdisciplinary and cross training" to create the trust, knowledge, skills, and the attitudes essential for the kind of working relationships required if the mechanisms described above are to operate successfully. Through such training, each profession has the opportunity to clarify roles, activities, strengths, and accomplishments, and learn how to link with each other.

Boards of education & community planning bodies

Ultimately, it is Boards of Education and community governance and planning bodies that must ensure an enduring policy commitment, resources, and planning for comprehensive and cohesive approaches encompassing school-community partnerships. This calls for formal connections between community planning bodies and boards of education with respect to analyzing the current state of the art, developing policy, and ensuring effective implementation.

Effective collaboration requires vision, cohesive policy, potent leadership, infrastructure, capacity building, and appropriate accountability.

Working Collaboratively at and with Schools

Properly done, collaboration among schools, families, and communities should improve schools, strengthen families and neighborhoods, and lead to a marked reduction in young people's problems. Poorly implemented collaboration, however, risks becoming another reform that promised a lot, did little good, and even did some harm. (Advocates for collaboration caution that some so-called collaboratives amount to little more than groups of people sitting around engaging in "collabo-babble.")

Formal opportunities to work together at and with schools often take the form of committees, councils, teams, and various other groups. Functions include school improvement, program planning, budgeting, management, decision making, review of students with problems, quality reviews, and accountability. A larger structure for schools and communities to work together often is called a collaborative. Our focus here is on this larger structure.

Efforts to connect school-community resources in order to develop a full and cohesive continuum of interventions must encompass many stakeholders. This fact and growing appreciation of social capital and the political realities of local control have resulted in collaboratives reaching out to a wide spectrum of participants. Around the table may be individuals representing various agencies, organizations, and sources of social and financial capital, such as youth, families, businesses, religious and civic groups, postsecondary institutions, parks and libraries, and almost any facility that can be used for recreation, learning, enrichment, and support. Agendas include education, literacy, youth development, the arts, health and human services, juvenile justice, vocational preparation, economic development, and more.

One trend among major demonstration projects at the school-neighborhood level is to incorporate health, mental health, and social services into collaborative *centers* (e.g., health centers, family centers, parent centers). These centers are established at or near a school and use terms such as school-linked or school-based services, coordinated services, wrap-around services, one-stop shopping, full service schools, systems of care, and community schools.

An optimal approach involves formally blending local family and community resources with those of a school, a group of schools, and eventually, an entire district. In doing so, sophisticated attention must be given to developing policy and capacity to sustain connections over time.

Most of us know how hard it is to work effectively with a group. Many school and agency staff members have jobs that allow them to carry out their daily duties in relative isolation of other staff. And, despite various frustrations they encounter in doing so, they may see little to be gained from joining with others. In fact, they often can point to many committees and teams that drain their time and energy to little avail.

Despite all this, the fact remains that no organization can be truly effective if too many staff work in isolation. The same is true when organizations work in fragmented ways. Thus, calls for collaboration increase. And, school-community collaboratives are springing up everywhere.

It's Not About Collaboration – It's About Being Effective

Obviously, authentic collaboration involves more than meeting and talking. The point is to work together in ways that produce effective interventions. For this to happen, steps must be taken to ensure participants have the training, time, support, and authority that enables them to carry out their roles and functions. More specifically, collaborative mechanisms require careful planning and implementation designed to accomplish well-delineated functions and defined tasks. Also needed is thoughtful, skilled and content-focused facilitation.

The aim is to establish strong, enduring working relationships to accomplish a shared vision

In the absence of careful attention to the above matters, collaboratives rarely live up to hopes and expectations. Participants often start out with great enthusiasm. But poorly facilitated working sessions quickly degenerate into another ho-hum meeting, lots of talk but little action, another burden, and a waste of time. Meeting and meeting, but going nowhere is particularly likely to happen when the emphasis is mainly on the unfocused mandate to "collaborate." Stakeholders must do more than embrace an important vision and mission. They need an infrastructure that ensures effective work is done with respect to carefully defined functions and tasks.

Defining Collaboration and Its Purposes

Collaboration involves *working together in ways that improve intervention effectiveness and efficiency*. Its hallmark is a formal agreement among participants to establish an autonomous structure to accomplish goals that would be difficult to achieve by any of the stakeholders alone. Thus, while participants may have a primary affiliation elsewhere, they commit to working together under specified conditions to pursue a shared vision and common goals. A collaborative structure requires shared governance (power, authority, decision making, accountability) and the weaving together of a set of resources. It also requires building well-defined working relationships to connect, mobilize, and use financial and political resources and social capital in planful and mutually beneficial ways.

Operationally, a collaborative is defined by its *focus* and *functions*. Organizationally, a collaborative must develop mechanisms and a differentiated infra-structure (e.g., steering and work groups) that enables accomplishment of its functions and related tasks. Furthermore, since the functions of a collaborative almost always overlap with work being carried out by others, a collaborative body must pursue connections with other bodies.

Collaboration is not about meeting together

The *focus* may be on enhancing

- *direct delivery of services and programs* (e.g., improving specific services and programs; improving interventions to promote healthy development, prevent and correct problems, meet client/consumer needs; improving processes for referral, triage, assessment, case management)

and/or

resource use (e.g., improving resource deployment and accessing more resources)

and/or

systemic approaches (e.g., moving from fragmented to cohesive approaches; developing a comprehensive, multifaceted continuum of integrated interventions; replicating innovations; scaling-up)

The *functions* may include

Functions

facilitating communication, cooperation, coordination, integration
operationalizing the vision of stakeholders into desired functions and tasks
enhancing support for and developing a policy commitment to ensure necessary resources are dispensed for accomplishing desired functions
advocacy, analysis, priority setting, governance, planning, implementation, and evaluation related to desired functions
mapping, analyzing, managing, redeploying, and braiding available resources to enable accomplishment of desired functions
establishing leadership and institutional and operational mechanisms (e.g., infrastructure) for guiding and managing accomplishment of desired functions
defining and incorporating new roles and functions into job descriptions
building capacity for planning, implementing and evaluating desired functions, including ongoing stakeholder development for continuous learning and renewal and for bringing new arrivals up to speed
defining standards & ensuring accountability

Collaborative *mechanisms* or *structure* may take the form of one or more of the following:

Mechanisms

a steering group
advisory bodies and councils
a collaborative body and its staff
ad hoc or standing work groups
resource-oriented teams
case-oriented teams
committees

Collaboration inevitably requires developing ways to work together that enable participants to overcome their particular arenas of advocacy. If this cannot be accomplished, the intent of pursuing a shared agenda and achieving a collective vision is jeopardized.

As should be evident by now, collaboratives can differ in terms of purposes and functions. They also can differ in a range of other dimensions. For example, they may vary in their degree of formality, time commitment, nature of stakeholder connections, as well as the amount of systemic change required to carry out their functions and achieve their purposes (see exhibit on next page).

Some Other Collaborative Dimensions*

I. Initiation

- *A. School-led*
- *B. Community-driven*

II. Nature of Collaboration

- *A. Formal*
    - memorandum of understanding
    - contract
    - organizational/operational mechanisms
- *B. Informal*
    - verbal agreements
    - ad hoc arrangements

III. Focus

- *A. Improvement of program and service provision*
- *B. Enhancing Resource Use*
- *C. Major systemic changes*

IV. Scope of Collaboration

- *A. Number of programs and services involved (from just a few -- up to a comprehensive, multifaceted continuum)*
- *B. Horizontal collaboration*
    - within a school/agency
    - among schools/agencies
- *C. Vertical collaboration*
    - within a catchment area (e.g., school and community agency, family of schools, two or more agencies)
    - among different levels of jurisdictions (e.g., community/city/county/state/federal)

V. Scope of Potential Impact

- *A. Narrow-band -- a small proportion of youth and families can access what they need*
- *B. Broad-band -- all in need can access what they need*

VI. Ownership & Governance of Programs and Services

- *A. Owned & governed by school*
- *B. Owned & governed by community*
- *C. Shared ownership & governance*
- *D. Public-private venture -- shared ownership & governance*

VII. Location of Programs and Services

- *A. Community-based, school-linked*
- *B. School-based*

VIII. Degree of Cohesiveness among Multiple Interventions Serving the Same Student/Family

- *A. Unconnected*
- *B. Communicating*
- *C. Cooperating*
- *D. Coordinated*
- *E. Integrated*

IX. Level of Systemic Intervention Focus

- *A. Systems for promoting healthy development*
- *B. Systems for prevention of problems*
- *C. Systems for early-after-onset of problems*
- *D. Systems of care for treatment of severe, pervasive, and/or chronic problems*
- *E. Full continuum including all levels*

X. Arenas for Collaborative Activity

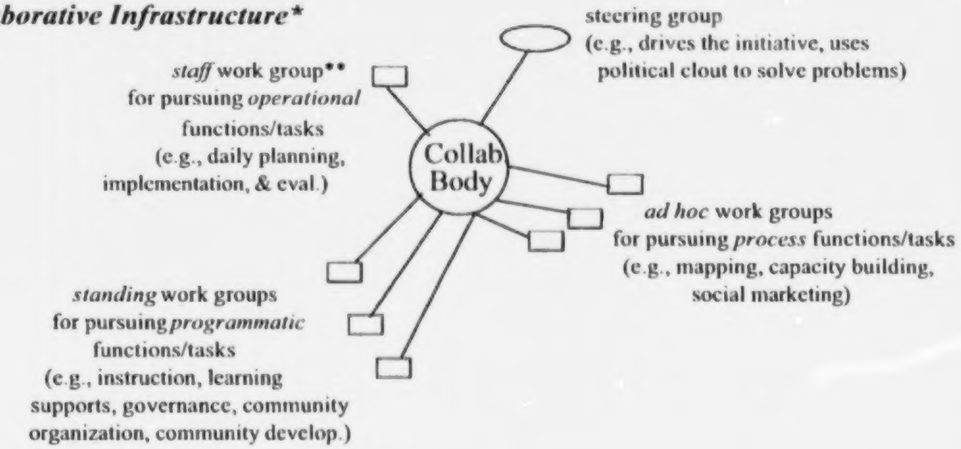
- *A. Health (physical and mental)*
- *B. Education*
- *C. Social services*
- *D. Work/career*
- *E. Enrichment/recreation*
- *F. Juvenile justice*
- *G. Neighborhood/community improvement*

*See previous page for examples of the major *functions* and the types of *mechanisms* that are used to accomplish them.

BEST COPY AVAILABLE

About Collaborative Infrastructure

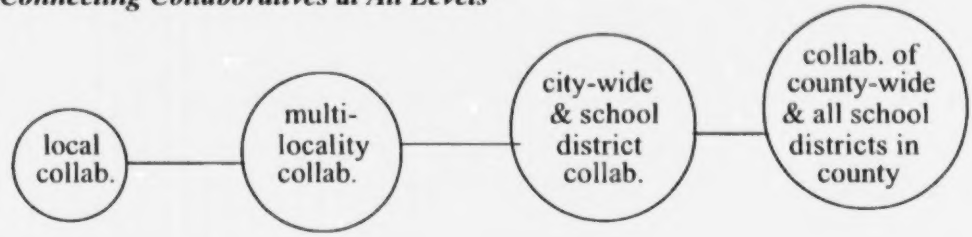
Basic Collaborative Infrastructure*


steering group
(e.g., drives the initiative, uses political clout to solve problems)
staff work group**
for pursuing *operational* functions/tasks
(e.g., daily planning, implementation, & eval.)
Collab Body
ad hoc work groups
for pursuing *process* functions/tasks
(e.g., mapping, capacity building, social marketing)
standing work groups
for pursuing *programmatic* functions/tasks
(e.g., instruction, learning supports, governance, community organization, community develop.)

Who should be at the table?
>families[1]
>schools[2]
>communities[3]

***Staffing*
>Executive Director
>Organization Facilitator (change agent)

Connecting Collaboratives at All Levels*


local collab.
multi-locality collab.
city-wide & school district collab.
collab. of county-wide & all school districts in county

---

*Collaborations can be organized by any group of stakeholders. Connecting the resources of families and the community through collaboration with schools is essential for developing comprehensive, multifaceted programs and services. At the multi-locality level, efficiencies and economies of scale are achieved by connecting a complex/"family" of schools (e.g., a high school and its feeder schools). In a small community, such a complex often is the school district. Conceptually, it is best to think in terms of building from the local outward, but in practice, the process of establishing the initial collaboration may begin at any level.

[1] *Families*. It is important to ensure that all who live in an area are represented – including, but not limited to, representatives of organized family advocacy groups. The aim is to mobilize all the human and social capital represented by family members and other home caretakers of the young.

[2] *Schools*. This encompasses all institutionalized entities that are responsible for formal education (e.g., pre-K, elementary, secondary, higher education). The aim is to draw on the resources of these institutions.

[3] *Communities*. This encompasses all the other resources (public and private money, facilities, human and social capital) that can be brought to the table at each level (e.g., health and social service agencies, businesses and unions, recreation, cultural, and youth development groups, libraries, juvenile justice and law enforcement, faith-based community institutions, service clubs, media). As the collaborative develops, additional steps must be taken to outreach to disenfranchised groups.

Some Ways to Begin Establishing a Collaborative

(1) Adopting a Comprehensive Vision for the Collaborative

Collaborative leadership builds consensus that the aim of those involved is to help weave together community and school resources to develop a comprehensive, multifaceted, and integrated continuum of interventions so that no child is left behind.

(2) Writing a "Brief" to Clarify the Vision

Collaborative establishes a writing team to prepare a "white paper," Executive Summary and set of "talking points" clarifying the vision by delineating the rationale and frameworks that will guide development of a comprehensive, multifaceted, and integrated approach

(3) Establishing a Steering Committee to Move the Initiative Forward and Monitor Process

Collaborative identifies and empowers a representative subgroup who will be responsible and accountable for ensuring that the vision ("big picture") is not lost and the momentum of the initiative is maintained through establishing and monitoring ad hoc work groups that are asked to pursue specific tasks

(4) Starting a Process for Translating the Vision into Policy

Steering Committee establishes a work group to prepare a campaign geared to key local and state school and agency policy makers that focuses on (a) establishing a policy framework for the development of a comprehensive, multifaceted, and integrated approach and (b) ensuring that such policy has a high enough level of priority to end the current marginalized status such efforts have at schools and in communities

(5) Developing a 5 year Strategic Plan

Steering Committee establishes a work group to draft a 5 year strategic plan that delineates (a) the development of a comprehensive, multifaceted, and integrated approach and (b) the steps to be taken to accomplish the required systemic changes (The strategic plan will cover such matters as use of formulation of essential agreements about policy, resources, and practices; assignment of committed leadership; change agents to facilitate systemic changes; infrastructure redesign; enhancement of infrastructure mechanisms; resource mapping, analysis, and redeployment; capacity building; standards, evaluation, quality improvement, and accountability; "social marketing.")

Steering Committee circulates draft of plan (a) to elicit suggested revisions from key stakeholders and (b) as part of a process for building consensus and developing readiness for proceeding with its implementation

Work group makes relevant revisions based on suggestions

(6) Moving the Strategic Plan to Implementation

Steering Committee ensures that key stakeholders finalize and approve strategic plan

Steering Committee submits plan on behalf of key stakeholders to school and agency decision makers to formulate formal agreements (e.g., MOUs, contracts) for start-up, initial implementation, and on-going revisions that can ensure institutionalization and periodic renewal of a comprehensive, multifaceted, and integrated approach

Steering Committee establishes work group to develop action plan for start-up and initial implementation (Action plan identifies general functions and key tasks to be accomplished, necessary systemic changes, and how to get from here to there in terms of who, how, by when, who monitors, etc.)

Remember:

An effective school-community collaboration must coalesce at the local level. Thus, a school and its surrounding community are a reasonable focal point around which to build an infrastructure. Moreover, primary emphasis on this level meshes nicely with contemporary restructuring views that stress increased school-based and neighborhood control.

Effective collaboratives require well-developed infrastructure mechanisms at all relevant levels (e.g., see Exhibit on page 92). Such mechanisms are used for oversight, leadership, capacity building, and ongoing support related to (a) making decisions about priorities and resource allocation, (b) planning, implementation, maintenance, and accountability, (c) enhancing and redeploying existing resources and pursuing new ones, and (d) nurturing the collaborative. At each level, such tasks require a proactive agenda.

A Final Comment About School-community Connections

If increased connections are to be more than another desired but underachieved aim of reformers, we all must deal with the problems of marginalization and fragmentation of policy and practice. We must help develop appropriately comprehensive school-community collaborations. We must move beyond the concept of school-linked services because such an approach is a grossly inadequate response to the many complex factors that interfere with development, learning, and teaching. By focusing primarily on linking community services to schools and downplaying the role of existing school and other community and family resources, initiatives for school-linked services help perpetuate an orientation that overemphasizes individually prescribed services, results in fragmented interventions, and undervalues the human and social capital indigenous in every neighborhood. As a result, such initiatives often are incompatible with developing the type of comprehensive approaches that are needed to make statements such as *We want all children to succeed* and *No Child Left Behind* more than rhetoric.

C. Developing Standards and Expanding the Accountability Framework

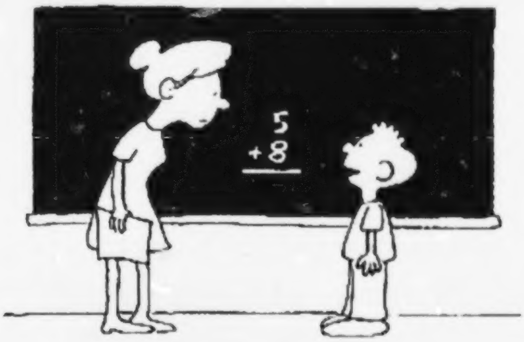
Those working on sustaining what a project has developed must also understand that school-reform across the country is "standards-based." Relatedly, they must appreciate how much accountability measures drive systems, and that for schools, the dominant emphasis is on improving academic performance as measured by achievement test scores.

Given these realities, efforts to enhance school-community approaches for addressing factors interfering with learning, parenting, and schooling must encompass work on delineating a set of standards and integrating them with instructional standards. And, to whatever degree is feasible, project staff should work to expand the accountability framework so that it supports the ongoing development of comprehensive, multifaceted approaches to addressing barriers and promoting healthy development.

Standards

Establishing *standards* is another facet of ensuring high levels of attention and support for developing comprehensive, multifaceted approaches. To illustrate a starting point in developing such a set of standards, the material in the following Exhibit is adapted from a working draft developed by the Memphis City Schools to provide standards, guidelines, and related quality indicators for their work.

Once the standards are formulated, they must be thoroughly incorporated in every school's improvement plan. This is a necessary step toward making the policy commitment visible at every school, and it establishes the framework for ensuring relevant accountability.



GOSH, MRS. THOMPSON, I WAS READY TO LEARN MATH YESTERDAY. TODAY I'M READY TO LEARN TO READ.

BEST COPY AVAILABLE

Exhibit
Example of Standards for an Enabling Component

Standards for an Enabling or Learner Support Component

An *Enabling* or *Learner Support component* is an essential facet of a comprehensive school design. This component is intended to enable *all* students to benefit from instruction and achieve high and challenging academic standards. This is accomplished by providing a comprehensive, multifaceted, and integrated continuum of support programs and services at every school. The district is committed to supporting and guiding capacity building to develop and sustain such a comprehensive approach in keeping with these standards.

All personnel in the district and other stakeholders should use the standards to guide development of such a component as an essential facet of school improvement efforts. In particular, the standards should guide decisions about direction and priorities for redesigning the infrastructure, resource allocation, redefining personnel roles and functions, stakeholder development, and specifying accountability indicators and criteria.

The following are 5 major standards for an effective Enabling or Learner Support component:

Standard 1. *The Enabling or Learner Support component encompasses an evolving range of research-based programs and services designed to enable student learning and well-being by addressing barriers to learning and promoting healthy development.*

Standard 2. *The Enabling or Learner Support Component is developed, coordinated, and fully integrated with all other facets of each school's comprehensive school improvement plan.*

Standard 3. *The Enabling or Learner Support Component draws on all relevant resources at a school, in a family of schools, district-wide, and in the home and community to ensure sufficient resources are mobilized for capacity building, implementation, filling gaps, and enhancing essential programs and services to enable student learning and well-being and strengthen families and neighborhoods.*

Standard 4. *Learning supports are applied in ways that promote use of the least restrictive and nonintrusive forms of intervention required to address problems and accommodate diversity.*

Standard 5. *The Enabling or Learner Support Component is evaluated with respect to its impact on enabling factors, as well as increased student achievement.*

Meeting these standards is a shared responsibility. District and school leaders, staff, and all other concerned stakeholders work together to identify learning support needs and how best to meet them. The district and schools provide necessary resources, implement policies and practices to encourage and support appropriate interventions, and continuously evaluate the quality and impact of the Enabling/Learner Support Component.

Guidelines and Quality Indicators for Each Standard

Standard 1 encompasses a guideline emphasizing the necessity of having a full continuum of programs and services in order to ensure all students have an equal opportunity for success at school. Included are programs designed to promote and maintain safety, programs to promote and maintain physical and mental health, school readiness and early school-adjustment services, expansion of social and academic supports, interventions prior to referral for special services, and provisions to meet specialty needs.

Quality Indicators for Standard 1:

All programs and services implemented are based on state of the art best practices for addressing barriers to learning and promoting positive development.

The continuum of programs and services ranges from prevention and early-age intervention – through responding to problems soon after onset -- to partnerships with the home and other agencies in meeting the special needs of those with severe, pervasive, or chronic problems.

Routine procedures are in place to review the progress of the component's development and the fidelity of its implementation.

Standard 2 encompasses a guideline that programs and services should be evolved within a framework of delineated areas of activity (e.g., 5 or 6 major areas) that reflect basic functions schools must carry out in addressing barriers to student learning and promoting healthy development. A second guideline stresses that a school-based lead staff member and team should be in place to steer development of these areas at each school and ensure that all activities are implemented in an interdisciplinary well coordinated manner which ensures full integration into the instructional and management plan.

Quality Indicators for Standard 2:

All programs/services are established with a delineated framework of areas of activity that reflect basic functions a school must have in place for addressing barriers to learning and promoting healthy development.

At the school level, a resource-oriented team is functioning effectively as part of the school's infrastructure with responsibility for ensuring resources are deployed appropriately and used in a coordinated way. In addition, the team is facilitating (a) capacity building, (b) development, implementation, and evaluation of activity, and (c) full integration with all facets of the instructional and governance/management components.

Routine procedures are in place to ensure all activities are implemented in a manner that coordinates them with each other and integrates them fully into the instructional and governance/management components.

Ongoing professional development is (a) provided for all personnel implementing any aspect of the Enabling/Learner Support Component and (b) is developed and implemented in ways that are consistent with the district's Professional Development Standards.

Guidelines and Quality Indicators for Each Standard (cont.)

Standard 3 encompasses a guideline underscoring that necessary resources must be generated by redeploying current allocations and building collaborations that weave together, in common purpose, families of schools, centralized district assets, and various community entities.

Quality Indicators for Standard 3:

- Each school has mapped and analyzed the resources it allocates for learner support activity and routinely updates its mapping and analysis.

All school resources for learner supports are allocated and redeployed based on careful analysis of cost - effectiveness.

Collaborative arrangements for each family of schools are in place to (a) enhance effectiveness of learner supports and (b) achieve economies of scale.

Centralized district assets are allocated in ways that directly aid capacity building and effective implementation of learner support programs and services at school sites and by families of schools.

Collaborative arrangements are in place with a variety of community entities to (a) fill gaps in the Enabling/Learner Support Component, (b) enhance effectiveness, and (c) achieve economies of scale.

Standard 4 encompasses guidelines highlighting that enabling or learner support activity should be applied in all instances where there is need and should be implemented in ways that ensure needs are addressed appropriately, with as little disruption as feasible of a student's normal involvement at school.

Quality Indicators for Standard 4:

Procedures are in routine use for gathering and reviewing information on the need for specific types of learner support activities and for establishing priorities for developing/implementing such activity.

Whenever a need is identified, learner support is implemented in ways that ensure needs are addressed appropriately and with as little disruption as feasible of a student's normal involvement at school.

Procedures are in routine use for gathering and reviewing data on how well needs are met; such data are used to inform decisions about capacity building, including infrastructure changes and personnel development.

Standard 5 encompasses a guideline for accountability that emphasizes a focus on the progress of students with respect to the direct enabling outcomes each program and service is designed to accomplish, as well as by enhanced academic achievement.

Quality Indicators for Standard 5:

Accountability for the learner support activity focuses on the progress of students at a school site with respect to both the direct enabling outcomes a program/service is designed to accomplish (measures of effectiveness in addressing barriers, such as increased attendance, reduced tardies, reduced misbehavior, less bullying and sexual harassment, increased family involvement with child and schooling, fewer referrals for specialized assistance, fewer referrals for special education, fewer pregnancies, fewer suspensions, and dropouts), as well as academic achievement.

All data are disaggregated to clarify impact as related to critical subgroup differences (e.g., pervasiveness, severity, and chronicity of identified problems).

All data gathered on learner support activity are reviewed as a basis for decisions about how to enhance and renew the Enabling/Learner Support Component.

Expanding the Accountability Framework for Schools

Systems are driven by what is measured for purposes of accountability. This is particularly so when systems are the focus of major reform. Under reform conditions, policy makers often want a quick and easy recipe to use. Thus, most of the discussion around accountability stresses making certain that program administrators and staff are held accountable to specific, short-term results. Little discussion wrestles with how to maximize the benefits (and minimize the negative effects) of accountability in improving complex, long-term outcomes. As a result, in too many instances, the tail wags the dog, the dog gets dizzy, and the citizenry doesn't get what it needs and wants.

School accountability is a good example of the problem. Accountability has extraordinary power to reshape schools – for good and for bad. The influence can be seen in classrooms everyday. With the increasing demands for accountability, teachers quickly learn what is to be tested and what will not be evaluated, and slowly but surely greater emphasis is placed on teaching what will be on the tests. Over time what is on the tests comes to be viewed as what is most important. Because only so much time is available to the teacher, other things not only are deemphasized, they also are dropped from the curriculum. If allowed to do so, accountability procedures have the power to reshape the entire curriculum.

What's wrong with that? Nothing – if what is being evaluated reflects all the important things we want students to learn in school. Unfortunately, this is not the case.

Current accountability pressures reflect values and biases that have led to evaluating a small range of basic skills and doing so in a narrow way. For students with learning, behavior, or emotional problems, this is of even greater concern when their school programs are restricted to improving skills they lack. When this occurs, they are cut off from participating in learning activities that might increase their interest in overcoming their problems and that might open up opportunities and enrich their future lives.

Policy makers want schools, teachers, and administrators (and students and their families) held accountable for higher academic achievement. And, as everyone involved in school reform knows, the only measure that really counts is achievement test scores. These tests drive school accountability, and what such tests measure has become the be-all and end-all of what school reformers attend to. This produces a growing disconnect between the realities of what it takes to improve academic performance and where many policy makers and school reformers are leading the public.

This disconnect is especially evident in schools serving what are now being referred to as "low wealth" families. Such families and those who work in schools serving them have a clear appreciation of many barriers to learning that must be addressed so that the students can benefit from the teacher's efforts to teach. They stress that, in many schools, major academic improvements are unlikely until comprehensive and multifaceted approaches to address these barriers are developed and pursued effectively.

At the same time, it is evident to anyone who looks that there is no direct accountability for whether these barriers are addressed. To the contrary, when achievement test scores do not reflect an immediate impact for the investment, efforts essential for addressing barriers to development and learning often are devalued and cut.

Thus, rather than building the type of comprehensive, multifaceted, and integrated approach that can produce improved academic performance, prevailing accountability measures are pressuring schools to maintain a narrow focus on strategies whose face validity suggests a direct route to improving instruction. The implicit underlying assumption of most of these teaching strategies is that students are motivationally ready and able each day to benefit from the teacher's instruction. The reality, of course, is that in too many schools the *majority* of youngsters are not motivationally ready and able and thus are not benefitting from the instructional improvements. For many students, the fact remains that there are a host of external interfering factors.

Logically, well designed, systematic efforts should be directed at addressing interfering factors. However, current accountability pressures override the logic and result in the marginalization of almost every initiative that is not seen as directly (and quickly) leading to academic gains. Ironically, not only does the restricted emphasis on achievement measures work against the logic of what needs to be done, it works against gathering evidence on howessential and effective it is to address barriers to learning in a direct manner.

All this leads to an appreciation of the need for an expanded framework for school accountability. A framework that includes direct measures of achievement and much more. The following figure highlights such an expanded framework.

As illustrated, there is no intent to deflect from the laser-like focus on accountability for meeting high standards related to academics. The debate will continue as to howbest to measure outcomes in this arena, but clearly schools must demonstrate they are effective institutions for teaching academics.

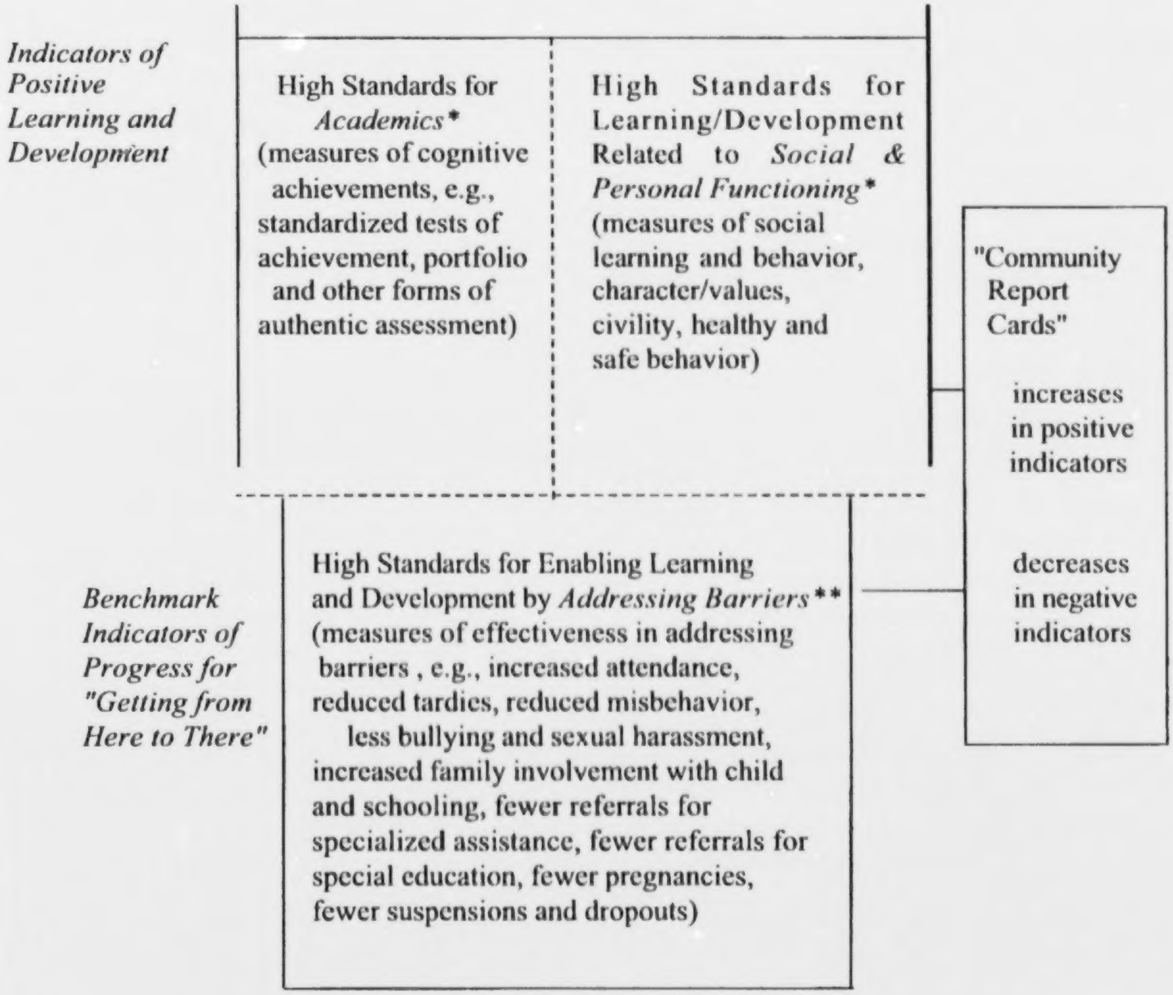
At the same time, it is time to acknowledge that schools also are expected to pursue high standards for promoting social and personal functioning, including enhancing civility, teaching safe and healthy behavior, and some form of "character education." Every school we visit has specific goals related to this arena of student development and learning. At the same time, it is evident that schools currently are not held accountable for this facet of their work. That is, there is no systematic evaluation or reporting of the work. Thus, as would be expected, schools direct their resources and attention mainly to what is measured. Given that society wants schools to attend to these matters and most professionals understand that personal and social functioning is integrally tied to academic performance, it is self-defeating not to hold schools accountable in this arena.

For schools where a large proportion of students are not doing well, it is also self-defeating not to attend to benchmark indicators of progress related to addressing barriers to learning. Teachers cannot teach children who are not in class. Therefore, increasing attendance, reducing tardiness, reducing problem behaviors, lessening suspension and dropout rates, and abating the large number of inappropriate referrals for special education all are essential indicators of school improvement and precursors of enhanced academic performance. Thus, the progress of school staff related to such matters should be measured and treated as a significant aspect of school accountability.

School outcomes, of course, are influenced by the well-being of the families and the neighborhoods in which they operate. Thus, the performance of any school must be judged within the context of the current status of indicators of community well-being, such as economic, social, and health measures. If those indicators are not improving or are declining, it is patently unfair to ignore these contextual conditions in judging school performance.

More broadly, it is unlikely the students in many economically depressed areas will perform up to high standards if the schools do not pursue a holistic, systemic, and collaborative approach to strengthening their students, families, the feeder pattern of schools, and the surrounding neighborhood. The Exhibit following the figure presents a range of indicators related to each of these concerns. In this context, we are reminded of Ulric Neisser's (1976) dictum: *Changing the individual while leaving the world alone is a dubious proposition.*

Figure. Expanding the Framework for School Accountability



Indicators of Positive Learning and Development

High Standards for *Academics** (measures of cognitive achievements, e.g., standardized tests of achievement, portfolio and other forms of authentic assessment)

High Standards for Learning/Development Related to *Social & Personal Functioning** (measures of social learning and behavior, character/values, civility, healthy and safe behavior)

"Community Report Cards"

increases in positive indicators

decreases in negative indicators

Benchmark Indicators of Progress for "Getting from Here to There"

High Standards for Enabling Learning and Development by *Addressing Barriers*** (measures of effectiveness in addressing barriers , e.g., increased attendance, reduced tardies, reduced misbehavior, less bullying and sexual harassment, increased family involvement with child and schooling, fewer referrals for specialized assistance, fewer referrals for special education, fewer pregnancies, fewer suspensions and dropouts)

*Results of interventions for directly facilitating development and learning.

**Results of interventions for addressing barriers to learning and development.

Exhibit

Other Indicators of Impact

Students

Increased knowledge, skills, & attitudes to enhance
- acceptance of responsibility (including attending, following directions & agreed upon rules/laws)
- self-esteem & integrity
- social & working relationships
- self-evaluation & self-direction/regulation
- physical functioning
- health maintenance
- safe behavior

Reduced barriers to school attendance and functioning by addressing problems related to
- health
- lack of adequate clothing
- dysfunctional families
- lack of home support for student improvement
- physical/sexual abuse
- substance abuse
- gang involvement
- pregnant/parenting minors
- dropouts
- need for compensatory learning strategies

Families & Communities

Increased social and emotional support for families

Increased family access to special assistance

Increased family ability to reduce child risk factors that can be barriers to learning

Increased bilingual ability and literacy of parents

Increased family ability to support schooling

Increased positive attitudes about schooling

Increased home (family/parent) participation at school
Enhance positive attitudes toward school and community

Increased community participation in school activities

Increased perception of the school as a hub of community activities

Increased partnerships designed to enhance education & service availability in community

Enhanced coordination & collaboration between community agencies and school programs & services

Enhanced focus on agency outreach to meet family needs

Increased psychological sense of community

Programs & Systems

Enhanced processes by which staff and families learn about available programs and services and how to access those they need

Increased coordination among services and programs

Increases in the degree to which staff work collaboratively and programmatically

Increased services/programs at school site

Increased amounts of school and community collaboration

Increases in quality of services and programs because of improved systems for requesting, accessing, and managing assistance for students and families (including overcoming inappropriate barriers to confidentiality)

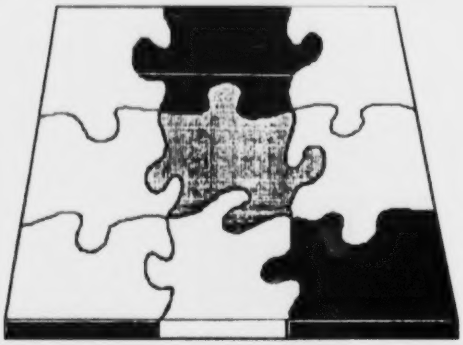
Establishment of a long-term financial base

Few would argue with the notion that ultimately school reform must be judged in terms of whether the academic performance of students improves significantly (approaching "high standards"). At the same time, it is essential that accountability encompasses all facets of a comprehensive and holistic approach to facilitate and enable development and learning.

Such an approach comprises programs designed to achieve high standards for learning related to social and personal functioning and those designed to address barriers to student learning. Currently, efforts in these arenas are given short shrift because they are not part of the accountability framework.

To be more specific, it is clear that concerns about social learning and behavior, character/values, civility, healthy and safe behavior, and other facets of youth development are not included when school accountability is discussed. Similarly, school programs/services designed to address barriers to student learning are not attended to in a major way in the prevailing accountability framework.

We suggest that "getting from here to there" in improving academic performance also requires expanding the accountability framework to include high standards and related accountability for activity to enable learning and development by addressing barriers. Among the accountability indicators ("benchmarks") for such programs are increased attendance, reduced tardies, reduced misbehavior, less bullying and sexual harassment, increased family involvement with child and schooling, fewer unnecessary referrals for specialized assistance, fewer inappropriate referrals for special education, and fewer pregnancies, suspension, and dropouts.



Stand still and
silently wait for
the world to go by –
and it certainly will!

References and Resources

Adelman, H.S. & Taylor (1997). Toward a scale-up model for replicating new approaches to schooling. *Journal of Educational and Psychological Consultation, 8,* 197-230.

Adelman, H.S. & Taylor, L. (2000). Moving prevention from the fringes into the fabric of school improvement. *Journal of Educational and Psychological Consultation, 11,* 7-36.

Alliance for Children and Families (no date). *Building circles of support for stronger families: Sustaining the program, families, and schools together.* See http://www.alliance1.org

Beebe, T.J., Harrison, P.A., Sharma, A., & Hedger, S. (2001). The Community Readiness Survey: Development and initial validation. *Evaluation Review, 25,* 55-71.

Center for Civic Partnerships (2002). *Sustainability toolkit: 10 steps to maintaining your community improvements.* www.civicpartnerships.org/

Coalition for Community Schools (2000). *A policy approach to create and sustain community schools.* See http://www.communityschools.org/policy.html

Edwards, R.W., Jumper-Thruman, P., Plested, B.A., Oettting, E.R., & Swanson, L. (2000). Community readiness: Research to Practice. *Journal of Community Psychology, 28,* 291-307.

Fullan, M. G., & Stiegelbauer, S. (1991). *The new meaning of educational changes* (2nd ed.). New York: Teachers College Press.

Gottfredsen, D.C. (2001). *Schools and delinquency.* New York: Cambridge University Press.

Havelock, R.G., & Zlotolow, S. (1995). *The change agent's guide* (2nd ed.). Education Technology Publications.

Institute for Educational Leadership (2002). *Building sustainability in demonstration projects for children, youth, and families.*. http:/ojjdp.ncjrs.org/resources/files/toolkit2final.pdf

Kramer, R. (no date). *Strategies for the long-term institutionalized of an initiative: An Overview.* From the Community Tool Box – see http://ctb.lsi.ukans.edu

Lim, C. & Adelman, H.S. (1997). Establishing school-based collaborative teams to coordinate resources: A case study. *Social Work in Education, 19,* 266-278.

Nagy, J. (no date). *Developing a plan for financial sustainability.* From the Community Tool Box – see http://ctb.lsi.ukans.edu

Nagy, J. (no date). *Understanding Social Marketing.* From the Community Tool Box – see http://ctb.lsi.ukans.edu

Porras, J.I. & Silvers, R.C. (1991). Organization development and transformation. *Annual Review of Psychology, 42,* 51-78.

Replication and Program Services, Inc. (1993). *Building from strength: Replication as a strategy for expanding social programs that work.* Philadelphia: Author.

Rogers, E.M.. (1995). *Diffusion of innovation.* (4th ed.). New York: Free Press.

Rosenblum, L., DiCecco, M.B., Taylor, L., & Adelman, H.S. (1995). Upgrading school support programs through collaboration: Resource Coordinating Teams. *Social Work in Education, 17,* 117-124.

Sarason, S. B. (1996). *Revisiting "The culture of school and the problem of change."* New York: Teachers College Press.

Slater, M.D. (1999). Integrating application of media effects, persuasion, and behavior change theory to communication campaigns: A stages-of-change framework. *Health Communication, 11,* 335-354.

Slavin, R.E. & Madden, N.A. (1996). Scaling up: Lessons learned in the dissemination of Success for All. (Report No. 6). See http://www.csos.jhu.edu/crespar/Reports06entire.html

Taylor, L., Nelson, P., & Adelman, H.S. (1999). Scaling-up reforms across a school district. *Reading and Writing Quarterly, 15,* 303-326.

Urban Seminar Series on Children's Health and Safety (2002). *Strategies to ensure the continued success of large-scale initiatives.* Cambridge, MA: Author at Harvard University.

Valente, T.W. (1995). *Network models of the diffusion of innovation.* Cresskill, NJ: Hampton Press.

Woodbridge, M.W. & L.N. Huang (2000). *Using evaluation data to manage, improve, market, and, sustain children's services.* Washington, DC: National Technical Assistance Center for Children's Mental Health.

From our Center: (The following can be downloaded from **http://smhp.psych.ucla.edu**)

Addressing Barriers to Student Learning & Promoting Healthy Development: A Usable Research-Base

Developing Resource-Oriented Mechanisms to Enhance Learning Supports

Enhancing Classroom Approaches for Addressing Barriers to Learning: Classroom-Focused Enabling

Evaluation and Accountability: Getting Credit for All You Do

Expanding Educational Reform to Address Barriers to Learning: Restructuring Student Support Services and Enhancing School-Community Partnerships

Financial Strategies to Aid in Addressing Barriers to Learning

Financing Mental Health for Children & Adolescents (Brief and Fact Sheet)

Framing New Directions for School Counselors, Psychologists, & Social Workers

Guidelines for a Student Support Component

Integrating Mental Health in Schools: Schools, School-Based Centers, and Community Programs Working Together

New Directions for Student Support: Some Fundamentals

New Directions in Enhancing Educational Results: Policymakers' Guide to Restructuring Student Support Resources to Address Barriers to Learning

New Initiatives: Considerations Related to Planning, Implementing, Sustaining, and Going-to-Scale

Organization Facilitators: A Change Agent for Systemic School and Community Changes

Resource-Oriented Teams: Key Infrastructure Mechanisms for Enhancing Education Supports

Restructuring Boards of Education to Enhance Schools' Effectiveness in Addressing Barriers to Student Learning

Rethinking Student Support to Enable Students to Learn and Schools to Teach

Sampling of Outcome Findings from Interventions Relevant to Addressing Barriers to Learning

School-Community Partnerships: A Guide

Summits on New Directions for Student Support

Where's It's Happening? New Directions for Student Support

Working Together: From School-Based Collaborative Teams to School-Community-Higher Education Connections

Some Helpful Websites to search related to this topic:

The Community Toolbox – http://ctb.lsi.ukans.edu
The Financing Project – http://www.financeproject.org/
Northwest Regional Educational Laboratory – http://www.nwrel.org
Annie E Casey Foundation – http://www.aecf.org (e.g., see documents such as "Rebuilding Communities" for discussions of sustainability)
Calif. Center for Health Improvement – http://www.healthpolicycoach.org

Appendices

A. Additional Tools for Mapping Programs and Resources

B. Social Marketing, Data, and Systemic Change

C. Example of a 5 year plan

D. Working with Others to Enhance Programs and Resources

Appendix A

Additional Tools for Mapping Programs and Resources

This appendix contains a school-community partnership self-study survey and *outlines* the basic elements of a set of other self-study surveys – all of which are used as mapping tools for enhancing stakeholders' understanding of programs and resources. Such understanding contributes to a "big picture" perspective of assets and provides a basis for making decisions about needs and priorities. The surveys are not evaluation tools. They afford a stimulus for discussion, analysis, reflection, and planning. School and community partners can use them to identify specific areas for working together to enhance benefits for all children and youth.

The surveys that are presented only in outline form cover:

school-community partnerships:
system status
classroom-based efforts to enhance learning and performance of students with mild-moderate problems
support for transitions
prescribed student and family assistance
crisis assistance and prevention
home involvement in schooling
school outreach to develop greater community involvement and support

Because only the major categories of these surveys are outlined here, see the UCLA Center for the complete set of the items that have been delineated in each area. The resource aid packet containing the surveys is entitled:

Addressing Barriers to Learning: A Set of Surveys to Map What a School Has and What it Needs

This resource can be downloaded from the Center website:
http://smhp.psych.ucla.edu
or can be ordered in hardcopy at cost..

School-Community Partnerships: Self-Study Survey

Formal efforts to create school-community partnerships to improve school and neighborhood, involve building formal relationships to connect resources involved in preK-12 schooling and resources in the community (including formal and informal organizations such as the home, agencies involved in providing health and human services, religion, policing, justice, economic development; fostering youth development, recreation, and enrichment; as well as businesses, unions, governance bodies, and institutions of higher education).

As you work toward enhancing such partnerships, it helps to clarify what you have in place as a basis for determining what needs to be done. You will want to pay special attention to

- *clarifying what resources already are available*
- *how the resources are organized to work together*
- *what procedures are in place for enhancing resource usefulness*

The following is designed as a self-study instrument related to school-community partnerships. Stakeholders use such surveys to map and analyze the current status of their efforts.

This type of self-study is best done by teams. For example, a group of stakeholders could use the items to discuss how well specific processes and programs are functioning and what's not being done. Members of the team initially might work separately in filling out the items, but the real payoff comes from discussing them as a group. The instrument also can be used as a form of program quality review.

In analyzing, the status of their school-community partnerships, the group may decide that some existing activity is not a high priority and that the resources should be redeployed to help establish more important programs. Other activity may be seen as needing to be embellished so that it is effective. Finally, decisions may be made regarding new desired activities, and since not everything can be added at once, priorities and timelines can be established.

Survey (self-study) --
Overview of Areas for School-Community Partnership

Indicate the status of partnerships between a given school or family of schools and community with respect to each of the following areas.

Please indicate all items that apply	Yes	Yes but more of this is needed	No	If no, is this something you want?
A. Improving the School **(name of school(s): ___________________________)**				
1. the instructional component of schooling	___	___	___	___
2. the governance and management of schooling	___	___	___	___
3. financial support for schooling	___	___	___	___
4. school-based programs and services to address barriers to learning	___	___	___	___
B. Improving the Neighborhood **(through enhancing linkages with the school, including use of school facilities and resources)**				
1. youth development programs	___	___	___	___
2. youth and family recreation and enrichment opportunities	___	___	___	___
3. physical health services	___	___	___	___
4. mental health services	___	___	___	___
5. programs to address psychosocial problems	___	___	___	___
6. basic living needs services	___	___	___	___
7. work/career programs	___	___	___	___
8. social services	___	___	___	___
9. crime and juvenile justice programs	___	___	___	___
10. legal assistance	___	___	___	___
11. support for development of neighborhood organizations	___	___	___	___
12. economic development programs	___	___	___	___

Survey (self-study) -- Overview of System Status for Enhancing School-Community Partnership

Items 1-7 ask about what processes are in place.
Use the following ratings in responding to these items.

DK = don't know
1 = not yet
2 = planned
3 = just recently initiated
4 = has been functional for a while
5 = well institutionalized (well established with a commitment to maintenance)

1. Is there a stated policy for enhancing school-community partnerships (e.g., from the school, community agencies, government bodies)? DK 1 2 3 4 5

2. Is there a designated leader or leaders for enhancing school-community partnerships? DK 1 2 3 4 5

3. With respect to each entity involved in the school-community partnerships have specific persons been designated as representatives to meet with each other? DK 1 2 3 4 5

4. Do personnel involved in enhancing school-community partnerships meet regularly as a team to evaluate current status and plan next steps? DK 1 2 3 4 5

5. Is there a written plan for capacity building related to enhancing the school-community partnerships? DK 1 2 3 4 5

6. Are there written descriptions available to give all stakeholders regarding current school-community partnerships DK 1 2 3 4 5

7. Are there effective processes by which stakeholders learn

    (a) what is available in the way of programs/services? DK 1 2 3 4 5

    (b) how to access programs/services they need? DK 1 2 3 4 5

Survey (self-study) -- Overview of System Status for Enhancing School-Community Partnership (cont.)

Items 8- 9 ask about effectiveness of existing processes.
Use the following ratings in responding to these items.

DK = don't know
1 = hardly ever effective
2 = effective about 25 % of the time
3 = effective about half the time
4 = effective about 75% of the time
5 = almost always effective

8. In general, how effective are your local efforts to enhance school-community partnerships?	DK 1 2 3 4 5
9. With respect to enhancing school-community partnerships, how effective are each of the following:	
(a) current policy	DK 1 2 3 4 5
(b) designated leadership	DK 1 2 3 4 5
(c) designated representatives	DK 1 2 3 4 5
(d) team monitoring and planning of next steps	DK 1 2 3 4 5
(e) capacity building efforts	DK 1 2 3 4 5

List Current School-Community Partnerships

For improving the school	For improving the neighborhood (though enhancing links with the school, including use of school facilities and resources)

Survey (self-study) --

School-Community Partnerships to Improve the School

Indicate the status of partnerships between a given school or family of schools and community with respect to each of the following:

Please indicate all items that apply

(name of school(s): ______________________________)

	Yes	**Yes but more of this is needed**	**No**	**If no, is this something you want?**
Partnerships to improve				
1. the instructional component of schooling				
a. kindergarten readiness programs	___	___	___	___
b. tutoring	___	___	___	___
c. mentoring	___	___	___	___
d. school reform initiatives	___	___	___	___
e. homework hotlines	___	___	___	___
f. media/technology	___	___	___	___
g. career academy programs	___	___	___	___
h. adult education, ESL, literacy, citizenship classes	___	___	___	___
i. other ____________________________	___	___	___	___
2. the governance and management of schooling				
a. PTA/PTSA	___	___	___	___
b. shared leadership	___	___	___	___
c. advisory bodies	___	___	___	___
d. other ____________________________	___	___	___	___
3. financial support for schooling				
a. adopt-a-school	___	___	___	___
b. grant programs and funded projects	___	___	___	___
c. donations/fund raising	___	___	___	___
d. other____________________________	___	___	___	___
4. school-based programs and services to address barriers to learning*				
a. student and family assistance programs/services	___	___	___	___
b. transition programs	___	___	___	___
c. crisis response and prevention programs	___	___	___	___
d. home involvement programs	___	___	___	___
e. pre and inservice staff development programs	___	___	___	___
f. other____________________________	___	___	___	___

Survey (self-study) --

School-Community Partnerships to Improve the Neighborhood

Indicate the status of partnerships between a given school or family of schools and community with respect to each of the following:

Please indicate all items that apply

(name of school(s): ________________________________)

Partnerships to improve	**Yes**	**Yes but more of this is needed**	**No**	**If no, is this something you want?**
1. youth development programs				
a. home visitation programs	___	___	___	___
b. parent education	___	___	___	___
c. infant and toddler programs	___	___	___	___
d. child care/children's centers/preschool programs	___	___	___	___
e. community service programs	___	___	___	___
f. public health and safety programs	___	___	___	___
g. leadership development programs	___	___	___	___
h. other ____________________________	___	___	___	___
2. youth and family recreation and enrichment opportunities				
a. art/music/cultural programs	___	___	___	___
b. parks' programs	___	___	___	___
c. youth clubs	___	___	___	___
d. scouts	___	___	___	___
e. youth sports leagues	___	___	___	___
f. community centers	___	___	___	___
g. library programs	___	___	___	___
h. faith community's activities	___	___	___	___
i. camping programs	___	___	___	___
j. other ____________________________	___	___	___	___
3. physical health services				
a. school-based/linked clinics for primary care	___	___	___	___
b. immunization clinics	___	___	___	___
c. communicable disease control programs	___	___	___	___
d. CHDP/EPSDT programs	___	___	___	___
e. pro bono/volunteer programs	___	___	___	___
f. AIDS/HIV programs	___	___	___	___
g. asthma programs	___	___	___	___
h. pregnant and parenting minors programs	___	___	___	___
i. dental services	___	___	___	___
j. vision and hearing services	___	___	___	___
k. referral facilitation	___	___	___	___
l. emergency care	___	___	___	___
m. other ____________________________	___	___	___	___
4. mental health services				
a. school-based/linked clinics w/ mental health component	___	___	___	___
b. EPSDT mental health focus	___	___	___	___
c. pro bono/volunteer programs	___	___	___	___
d. referral facilitation	___	___	___	___
e. counseling	___	___	___	___
f. crisis hotlines	___	___	___	___
g. other ____________________________	___	___	___	___

5. programs to address psychosocial problems

a. conflict mediation/resolution
b. substance abuse
c. community/school safe havens
d. safe passages
e. youth violence prevention
f. gang alternatives
g. pregnancy prevention and counseling
h. case management of programs for high risk youth
i. child abuse and domestic violence programs
j. other ____________________

6. basic living needs services
a. food
b. clothing
c. housing
d. transportation assistance
e. other ____________________

7. work/career programs

a. job mentoring
b. job programs and employment opportunities
c. other ____________________

8. social services

a. school-based/linked family resource centers
b. integrated services initiatives
c. budgeting/financial management counseling
d. family preservation and support
e. foster care school transition programs
f. case management
g. immigration and cultural transition assistance
h. language translation
i. other ____________________

9. crime and juvenile justice programs
a. camp returnee programs
b. children's court liaison
c. truancy mediation
d. juvenile diversion programs with school
e. probation services at school
f. police protection programs
g. other ____________________

10. legal assistance

a. legal aide programs
b. other ____________________

11. support for development of neighborhood organizations

a. neighborhood protective associations
b. emergency response planning and implementation
c. neighborhood coalitions and advocacy groups
d. volunteer services
e. welcoming clubs
f. social support networks
g. other ____________________

12. economic development programs

a. empowerment zones.
b. urban village programs
c. other ____________________

Other Self-Study Surveys for School and Community

The following are the basic categories that have been used to build a set of self-study surveys to aid school and community partners as they map and analyze current and desired programs, services, and systems with a view to developing a comprehensive, multifaceted approach to addressing barriers to learning.

I. *Survey of System Status*

The intent of this survey is to clarify the status at a school of the basic mechanisms necessary for addressing barriers to learning. The focus is on the following system concerns:

1. Is someone at the school designated as coordinator/leader for activity designed to address barriers to learning?
2. Is there a time and place when personnel involved in activity designed to address barriers to learning meet together?
3. Is there a Resource Coordinating Team?
4. Are there written descriptions available to give staff regarding resources at the school and in the community and information on how to gain access to them?
5. Are there processes by which families gain information about resources and how to access them?
6. With respect to the family of schools in your neighborhood, has someone been designated as a representative to meet with others schools to coordinate activities designed to address barriers to learning?
7. How effective is the referral, triage, case management system?
8. How effective are processes for improving and enhancing systems and resources?
9. How effective are processes for coordinating and linking with community resources?
10. How effective are processes for ensuring that resources are available to all schools in your neighborhood?
11. List community resources with which you have formal relationships(on site, in community).

II. Classroom-Focused Enabling

The emphasis here is on enhancing classroom-based efforts to enable learning by increasing teacher effectiveness for preventing and handling problems in the classroom. This is accomplished by providing personalized help to increase a teacher's array of strategies for working with a wider range of individual differences (e.g., through use of accommodative and compensatory strategies, peer tutoring and volunteers to enhance social and academic support, resource and itinerant teachers and counselors in the classroom). Through classroom-focused enabling programs, teachers are better prepared to address similar problems when they arise in the future. Anticipated outcomes are increased mainstream efficacy and reduced need for special services.

1. What programs for *personalized professional development* are currently at the site?
2. What supports are available in the classroom to help students identified as having problems?
3. What is done to assist a teacher who has difficulty with limited English speaking students?
4. What types of technology are available to the teachers?
5. What curricular enrichment and adjunct programs do teachers use?
6. What programs for temporary out of class help are currently at the site?
7. Are there school-wide approaches for creating and maintaining a caring and supportive climate? Supporting high standards for positive behavior?
8. What programs are used to train aides, volunteers, and other "assistants" who come into the classrooms to work with students who need help?
9. What can teachers request as special interventions?
10. Is there ongoing training for team members concerned with the area of Classroom-Focused Enabling?
11. What other ways that are used at the school to assist a teacher's efforts to address barriers to students' learning.
12. What other things do you want the school to do to assist a teacher's efforts to address barriers to students' learning.

III. Support for Transitions

The emphasis here is on planning, developing, and maintaining a comprehensive focus on the variety of transition concerns confronting students and their families. The work in this area can be greatly aided by advanced technology. Anticipated outcomes are reduced levels of alienation and increased levels of positive attitudes toward and involvement at school and in a range of learning activity.

1. What programs for establishing a welcoming and supportive community are at the site?
2. Are there transition programs in use for grade- to-grade and program-to-program articulation?
3. Are there transition programs to post school living?
4. What before and after school programs are available?
5. What programs are offered during intersession or vacations?
6. What programs are used to meet the educational needs of personnel related to this programmatic area?
7. Which of the following topics are covered in educating stakeholders?
8. Please indicate below other things you want the school to do to provide support for transitions.
9. Please indicate below other thing you wants the school to do provide support for transitions.

IV. Student and Family Assistance Programs and Services

The emphasis here is on providing special services in a personalized way to assist with a broad-range of needs. To begin with, available social, physical and mental health programs in the school and community are used. As community outreach brings in other resources, they are linked to existing activity in an integrated manner. Special attention is paid to enhancing systems for triage, case and resource management, direct services to meet immediate needs, and referral for special services and special education resources and placements as appropriate. Intended outcomes are to ensure special assistance is provided when necessary and appropriate and that such assistance is effective.

1. Are there classroom focused enabling programs to reduce the need for teachers to seek special programs and services?
2. What activity is there to facilitate and evaluate requests for assistance?
3. After triage, how are referrals handled?

4. What types of direct interventions are provided currently?
5. What mechanisms are in place too manage cases and resources?
6. What mechanisms are in place to help enhance the quality and quantity of service and programs?
7. What programs are used to meet the education needs of personnel related to this programmatic area?
8. Which of the following topics are covered in educating stakeholders in this arena?
9. Please indicate below any other ways that are used to provide student and family assistance to address barriers to students' learning.
10. Please indicate below other things you want the school to do to provide student and family assistance to address barriers to students' learning.

V. Crisis Assistance and Prevention

The emphasis here is on responding to,, minimizing the impact of,,and preventing crises. If there is a school-based Family/Community Center facility, it provides a staging area and context for some of the programmatic activity. Intended outcomes of crisis assistance include ensuring immediate assistance is provided when emergencies arise and follow-up care is provided when necessary and appropriate so that students are able to resume learning without undue delays. Prevention activity outcomes are reflected in the creation of a safe and productive environment and the development of student and family attitudes about and capacities for dealing with violence and other threats to safety.

1. With respect to Emergency/Crisis Response, is there an active Crisis Team? Is the Crisis Team appropriately trained?
2. With respect to developing programs to prevent crises, what programs are available?
3. What programs are used to meet the educational needs of personnel related to this programmatic area?
4. What topics are covered in educating stakeholders?
5. Please indicate any other ways that are used to provide crisis assistance and prevention to address barriers to students' learning.
6. Please indicate other things you want the school to do to provide crisis assistance and prevention to address barriers to students' learning.

VI. Home Involvement in Schooling

The emphasis here is on enhancing home involvement through programs to address specific parent learning and support needs (e.g., ESL classes, mutual support groups), mobilize parents as problem solvers when their child has problems (e.g., parent education, instruction in helping withschoolwork),elicit help from families in addressing the needs of the community, and so forth. The context for some of this activity may be a parent center (which may be part of the Family/Community Service Center if one has been established at the site). Outcomes include specific measures of parent learning and indices of student progress, as well as a general enhancement of the quality of life in the community.

1. What programs are available to address specific learning and support needs of the adults in the home?
2. What programs are available to help those in the home meet their basic obligations to the student?
3. What programs are in use to improve communication about matters essential to the student and family?
4. What programs are used to enhance the home-school connection and sense of community?
5. What programs are used to enhance family participation in decision making essential to the student?
6. What programs are used to enhance home support of student's learning and development?
7. What activities are used to mobilize problem solving at home related to student needs?
8. How are those in the home recruited and trained to help meet school/community needs?
9. What programs are used to meet the educational needs of personnel related to this programmatic area?
10. What topics are covered in educating stakeholders?
11. Please indicate any other ways that are used to enhance home involvement in schooling.
12. Please indicate other things you want the school to do to enhance home involvement in schooling.

VII. Community Outreach for Involvement and Support (including Volunteers)

The emphasis here is on outreaching to the community to build linkages and collaborations, develop greater involvement in schooling, and enhance support for efforts to enable learning. Outreach is made to (a) public and private community agencies, universities, colleges, organizations, and facilities, (b) businesses and professional organizations and groups, and (c) volunteer service programs, organizations, and clubs. If a Familv/Parent/ Community Center facility has been established at the site, it can be a context for some of this activity. Anticipated outcomes include measures of enhanced community participation and student progress, as well as a general enhancement of the quality of life in the community.

1. What programs are in place to recruit community involvement and support
2. With respect to volunteers, why types of volunteers are used and what do they do? Are there systems and programs specifically designed to recruit, train, screen and maintain volunteers?
3. What interventions are used to enhance school involvement of hard to involve students and families (including truants and dropouts and families who have little regular contact with the school)?
4. What activities are used to enhance community-school connections and sense of community?
5 What programs are used to meet the educational needs of personnel related to this programmatic area?
6. What topics are covered in educating stakeholders in this area?
7. Please indicate below any other ways that are used with respect to community outreach/ volunteer programs.
8. Please indicate below other things you want the school to do with respect to community outreach/volunteer programs.

Appendix B

Social Marketing, Data, and Systemic Change

Social marketing is an important tool for fostering a critical mass of stakeholder support for efforts to change programs and systems. Particularly important to effective marketing of change is the inclusion of the evidence base for moving in new directions.

The handout included here can be used to provide a quick introduction as a basis for discussion by school-community partners about the importance of social marketing to sustainablity.

For an example of a research base that can be used to support comprehensive, multifaceted approaches to addressing barriers to student learning, see the UCLA Center Brief entitled: *Addressing barriers to student learning and promoting healthy development: A usable research base.* This summary of data can be extrapolated and combined with local data and anecdotes to support a variety of school-community endeavors. The brief can be downloaded from the Center's website: http://smhp.psych.ucla.edu – hard copies can be ordered at cost.

Social Marketing as a Spiraling Facet of Program and Systemic Change

Social marketing is a tool for accomplishing social change.

As such, it can be used in good or bad ways.

Social marketing draws on concepts developed for commercial marketing, but in the context of school and community change, we are not talking about selling products. We are trying to build a consensus for ideas and new approaches that can strengthen youngsters, families, and neighborhoods. Thus, we need to reframe the concept to fit our purposes.

Some Basic Marketing Concepts as Applied to Changing Schools and Communities

the aim is to influence action by key stakeholders
to achieve this aim, essential information must be communicated to key stakeholders and strategies must be used to help them understand that the benefits of change will outweigh the costs and are more worthwhile than competing directions for change
the strategies used must be personalized and accessible to the subgroups of stakeholders (e.g., must be "enticing," emphasize that costs are reasonable, and engage them in processes that build consensus and commitment)

Because stakeholders and systems are continuously changing, social marketing is an ongoing process.

Social Marketing as an Aid in Creating Readiness for Change

From a teaching and learning perspective, the initial phases of social marketing are concerned with creating readiness for change. Substantive change is most likely when high levels of positive energy among stakeholders can be mobilized and appropriately directed over extended periods of time. That is, one of the first concerns related to systemic change is how to mobilize and direct the energy of a critical mass of participants to ensure readiness and commitment. This calls for proceeding in ways that establish and maintain an effective match with the motivation and capabilities of involved parties.

With respect to systemic change, the initial aims are to

introduce basic ideas and the relevant research base to key stakeholders using "social marketing" strategies
provide opportunities for interchange & additional in-depth presentations to build a critical mass of consensus for systemic changes
conduct ongoing evaluation of interest until a critical mass of stakeholders indicate readiness to pursue a policy commitment
obtain ratification and sponsorship by critical mass of stakeholders
establish a high level policy and ensure leadership commitment
translate policy into an inspiring vision, a framework, and a strategic plan that phases in changes using a realistic time line
translate policy into appropriate resource allocations (leadership, staff, space, budget, time)
establish incentives for change (e.g., intrinsically valued outcomes, expectations for success, recognitions, rewards)
establish procedural options that reflect stakeholder strengths and from which those expected to implement change can select strategies they see as workable
establish an infrastructure and processes that facilitate change efforts
establish a change agent position
establish temporary infrastructure mechanisms for making systemic changes
build initial implementation capacity – develop essential skills among stakeholders
use benchmarks to provide feedback on progress and to make necessary improvements in the process for creating readiness

Appendix C

Example of a Five Year Plan

One school recently began working on a 5 year plan for developing a comprehensive, multifaceted approach to addressing barriers to student learning (an enabling or Learning Supports component). The sketch is a bit rough, but it provides a sense of one sites thinking and could readily be adapted.

Learning Supports Component	Year 1	Year 2	Year 3	year 4	year 5
General Component Development					
>policy	>governance authority prepares written policy	>additional policies as needed; initial draft of guidebooks; strategic plan for sustainability, replication, and scale-up	>District reviews policies and explores matters related to sustainability, replication and scale-up; draft of guidebook circulated for revision	>If approved, full replication in feeder schools	>ensuring sustainability of what has been developed and ongoing involvement related to replication and scale-up
>use of systemic change facilitator	>training of facilitator	>additional training as necessary	>additional training & write-up of training process for the guidebook	>additional training & revision of guidebook write-up of training process	>participation in training of other facilitators for replication/scale-up
>infrastructure	>facilitator initiates infrastructure develop	>monitoring of infrastructure to improve functioning (including additional training for leads, staff, community-based/ linked participants, feeder pattern staff; newcomers training)	>ongoing monitoring of infrastructure to improve functioning; revise guidebook discussion of infrastructure based on lessons learned; newcomer training	>ongoing monitoring of infrastructure to improve functioning and revise guidebook; newcomer training	>ongoing monitoring of infrastructure to improve functioning; use of demonstration for replication/scale-up
*adm. & staff leads *support personnel	*job descriptions developed & initial training for new roles & functions				
*resource coord. team	*team functions defined & team members trained; initial implementation of team				
*feeder pattern Council	*orientation of support staff at feeder schools; discussion of each school developing a coordinating *team* in preparation of establishing a feeder pattern *council*	*council functions defined & members trained			
>stakeholder involvement	>training re. learning support concepts and resources for all concerned stakeholders	>in-depth training for subgroups of key stakeholders	>in-depth training for subgroups of key stakeholders; revise guidebook related to stakeholder involvement based on lessons learned	>in-depth training for subgroups of key stakeholders; revise guidebook related to stakeholder involvement based on lessons learned	>in-depth training for subgroups of key stakeholders; involve key stakeholders in promoting replication/scale-up
>capacity building	>allocation of appropriate budget, space, equipment, time, etc.	>expansion of program activity related to all 6 areas based on identified priorities; allocation of appropriate resources for expansion	>ongoing expansion of program activity related to all 6 areas based on identified priorities; allocation of appropriate resources for expansion; guidebook revisions	>ongoing expansion of program activity related to all 6 areas based on identified priorities; allocation of appropriate resources for expansion; guidebook revisions	>ongoing expansion of program activity related to all 6 areas based on identified priorities; allocation of appropriate resources for expansion; guidebook revision; use of demonstrations for replication/scale-up

Enhancing Classroom Capacity for Addressing Problems & Promoting Healthy Development	>Identify who will take a lead role in this area; >identify rep. for resource coord. team >training of staff to •work together to promote social-emotional develop. •use accommodative strategies, peers, and volunteers to enhance support and address problems >train of support and special education personnel for working directly in classrooms	>analysis of patterns of referrals for special assistance in order to plan targeted approaches for reducing the need for referrals >continued staff development with respect to engaging students who are not highly motivated and re-engaging students who are manifesting avoidance motivation	>Additional staff training related to deepening understanding of personalizing instruction and offering special assistance in the classroom as needed; >cross-disciplinary training to enhance staff functioning	>Continued staff development; outreach to feeder schools to enhance their staff development	>Ongoing inservice >Use of classroom demonstrations in relation to replication and scale-up
Increasing Parent/Home Involvement	>Identify who will take a lead role in this area; >identify rep. for resource coord. team >training of staff to understand a expanded view of home involvement >Begin Parent Academies & home meetings >Establish process for incorporating family member volunteers at the school	>Expand use of family member volunteers >Update family needs' assessment as an aid in establishing priorities for expanding programs in this area >Train parents who represent the Learning Supports Component in working with the school's governance authority >Expand adult educ. opportunities	>Expand and enhance opportunities for families to access adult education, job training (as feasible, at school and in the immediate neighborhood) >Initiate some career ladders for family members at the school and in the neighborhood	>Continued staff development; outreach to feeder schools to enhance their staff development	>Ongoing inservice >Use of classroom demonstrations in relation to replication and scale-up
Enhancing Support for Transitions	>Identify who will take a lead role in this area; >identify rep. for resource coord. team >Develop welcoming and social support progs. for newcomers – students, families, and staff >Develop articulation programs (into kinder.; grade-to-grade; from elementary to middle) >Develop after-school and intersession progs. >Training of staff related to the above	>Work with Feeder Pattern Council to enhance articulation programs (including welcoming and social support) >Expand school-to-higher educ./career programs >Develop before school program to provide recreation and enrichment and minimize tardiness >Expand after-school and intersession programs >Ongoing staff devel.	>Analyze mobility and dropout patterns for family of schools and develop programs to target system weaknesses and vulnerable students >Develop recess and lunch programs for recreation, enrich., & to minimize negative student interactions >Develop Community Service and job opportunities >Enhance mentoring through increasing links with business and higher educ. settings >Ongoing staff devel.	>Enhance transition programs for movement back and forth from special education >Continued staff development; outreach to feeder schools to enhance their staff development	>Ongoing inservice >Use of classroom demonstrations in relation to replication and scale-up

BEST COPY AVAILABLE

Expanding Crisis Response and Prevention	>Identify who will take a lead role in this area; >identify rep. for resource coord. team >upgrade crisis team >review and improve safe school plan and crisis response plan >training of staff for •crisis response •crisis aftermath supp •crisis prevention	>Connect with feeder pattern schools to coordinate crisis training and response >Establish access to emergency assistance	>With community stakeholders, analyze neighborhood and school safety and develop safe passages procedures and a safe neighborhood plan	>Expand feeder pattern crisis prevention program (e.g., to address stakeholder involvement in preventing, bullying, abuse, suicide) >Continued staff development	>Ongoing inservice >Use of classroom demonstrations in relation to replication and scale-up
Enhancing Special Assistance for Students and Families	>Identify who will take a lead role in this area >identify rep. for resource coord. team >review and improve systems for special assistance to minimize referrals, triage, care and resource management, referrals >map and communicate to all stakeholders info on all services at the school and in the community >integrate representatives of all community providers who work at or with the school >coordinate with feeder schools to integrate responses to families >training of staff related to the above	>Analyze referrals for special assistance to identify priorities for developing prevention and early-after-onset programs >Based on the analysis of needs and resource assessments, identify major gaps in special assistance, set priorities, and work with stakeholders to outreach to District, feeder schools, public and private agencies, higher education, etc. to fill gaps >Develop mutual support groups and outreach strategies that will appeal to family members not easily involved at school >ongoing staff development	>Continue to work with stakeholders to outreach to the District, feeder schools, public and private agencies, higher education, etc. to fill gaps >Weaving together all available resources, expand hours for providing special assistance to students and families (after school, evenings, weekends) >Explore idea of a Family Resource Center for the feeder pattern >ongoing staff development	>Enhance special education programs and their coordination and work with general education to enhance successful inclusion >Continued staff development; outreach to feeder schools to enhance their staff development	>Ongoing inservice >Use of classroom demonstrations in relation to replication and scale-up
Enhancing Involvement and Linkage with the Community	>Identify who will take a lead role in this area >identify rep. for resource coord. team >map & communicate info on all community resources >Expand outreach programs to enhance involvement & linkage w/ community >training of staff & community stakeholders	>Enhance breadth of involvements, work on reducing inappropriate redundancies by enhancing collaboration >Identify areas in which neighborhood resources can strengthen the school and the school can strengthen the neighborhood >ongoing training	>Formalize partnerships with community resources and clarify their roles in governance >Focus on expanding opportunities for career and economic development of families >ongoing training for staff and community stakeholders	>Continued staff development; outreach to feeder schools to enhance their staff development	>Ongoing inservice >Use of classroom demonstrations in relation to replication and scale-up

Appendix D

Working with Others to Enhance Programs and Resources

Connecting the dots . . .
The many stakeholders who can work together
to enhance programs and resources.

How many do you connect with?

Families

Community Agencies

Local Leadership

School Staff & Students

Business Sector

Other Local Schools

Universities & Colleges

Contents:

Building Team Capacity
Differences as a Problem
Differences as a Barrier
Overcoming Barriers Related to Differences
Building Rapport and Connection
One Other Observation

BEST COPY AVAILABLE

Two best friends were taking a walk in the woods when they saw a giant grizzly bear approaching them, erect, claws bared. Being the best of friends, they clung to one another for dear life.

But then one of the two disengaged, knelt to unlace his hiking boots, and hurriedly put on his running shoes.

I don't get it, his best friend said. *What can you hope to achieve? You and I both know there's no way you can outrun a grizzly bear.*

Silly, said his friend, *I don't have to outrun the bear. I only have to outrun you.*

Treat people as if they were
what they ought to be
and you help them become
what they are capable of being.
Goethe

Building Team Capacity

To be effective in working with another person (e.g., colleagues, students, parents), you need to build a positive relationship around the *tasks* at hand. Necessary ingredients in building a working relationship are:

minimizing negative prejudgments about those with whom you work

taking time to make connections

identifying what will be gained from the collaboration in terms of mutually desired outcomes – to clarify the value of working together

enhancing expectations that the working relationship will be productive – important here is establishing credibility with each other

establishing a structure that provides support and guidance to aid task focus

periodic reminders of the positive outcomes for students, staff, families, school, and community that have resulted from working together

ensuring newcomers are welcomed into the process and are brought up-to-date in ways that don't delay ongoing efforts (e.g., through use of orienting materials – including use of technology as feasible).

All of this, of course, assumes that adequate funds are allocated for capacity building related to both accomplishing desired systemic changes and enhancing intervention quality over time.

On the following pages are some points about planning and facilitating effective team meetings.

Planning and Facilitating Effective Meetings

Forming a Working Group

There should be a clear statement about the group's mission.
Be certain that members agree to pursue the stated mission and, for the most part, share a vision.

Pick someone who the group will respect and who either already has good facilitation skills or will commit to learning those that are needed.
Provide training for members so they understand their role in keeping a meeting on track and turning talk into effective action..
Designate processes (a) for sending members information before a meeting regarding what is to be accomplished, specific agenda items, and individual assignments and (b) for maintaining and circulating record of decisions and planned actions (what, who, when).

Meeting Format

Be certain there is a written agenda and that it clearly states the purpose of the meeting, specific topics, and desired outcomes for the session.
Begin the meeting by reviewing purpose, topics, desired outcomes, eta. Until the group is functioning well, it may be necessary to review meeting ground rules.
Facilitate the involvement of all members, and do so in ways that encourage them to focus specifically on the task. The facilitator remains neutral in discussion of issues.
Try to maintain a comfortable pace (neither too rushed, nor too slow; try to start on time and end on time but don't be a slave to the clock).
Periodically review what has been accomplished and move on the next item.
Leave time to sum up and celebrate accomplishment of outcomes and end by enumerating specific follow up activity (what, who, when). End with a plan for the next meeting (date, time, tentative agenda). For a series of meetings, set the dates well in advance so members can plan their calendars.

Some Group Dynamics to Anticipate

Hidden Agendas – All members should agree to help keep hidden agendas in check and, when such items cannot be avoided, facilitate the rapid presentation of a point and indicate where the concern needs to be redirected.
A Need for Validation – When members make the same point over and over, it usually indicates they feel an important point is not being validated. To counter such disruptive repetition, account for the item in a visible way so that members feel their contributions have been acknowledged. When the item warrants discussion at a later time, assign it to a future agenda.
Members are at an Impasse – Two major reasons groups get stuck are: (a) some new ideas are needed to "get out of a box" and (b) differences in perspective need to be aired and resolved. The former problem usually can be dealt with through brainstorming or by bringing in someone with new ideas to offer; to deal with conflicts that arise over process, content, and power relationships employ problem solving and conflict management strategies (e.g., accommodation, negotiation, mediation).
Interpersonal Conflict and Inappropriate Competition – These problems may be corrected by repeatedly bringing the focus back to the goal – improving outcomes for students/families; when this doesn't work; restructuring group membership may be necessary.
Ain't It Awful! – Daily frustrations experienced by staff often lead them to turn meetings into gripe sessions. Outside team members (parents, agency staff, business and/or university partners) can influence school staff to exhibit their best behavior.

Planning and Facilitating Effective Team Meetings (cont.)

Making Meetings Work

A good meeting is task focused and ensures that task are accomplished in ways that:

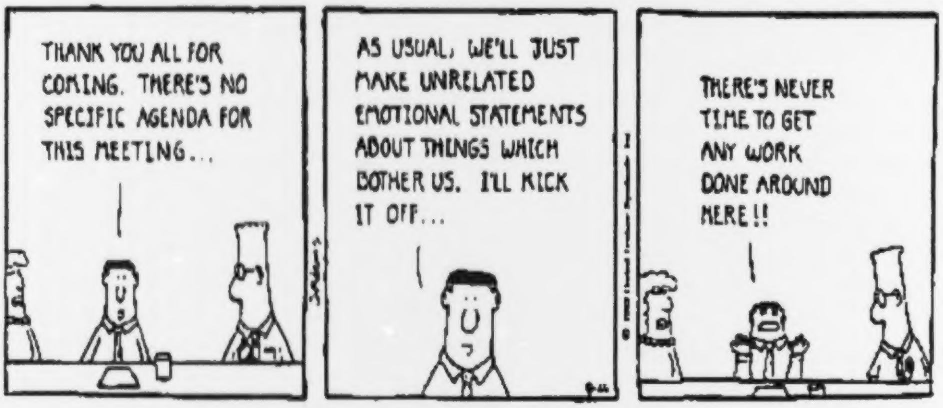
>are efficient and effective
>reflect common concerns and priorities
>are implemented in an open, noncritical, nonthreatening manner
>turn complaints into problems that are analyzed in ways that lead to plans for practical solutions
>feel productive (produces a sense of accomplishment and of appreciation)

About Building Relationships and Communicating Effectively

convey empathy and warmth (e.g., this involves working to understand and appreciate what others are thinking and feeling and transmitting a sense of liking them)

convey genuine regard and respect (e.g., this involves transmitting real interest and interacting in ways that enable others to maintain a feeling of integrity and personal control)

talk with, not at, others – active listening and dialogue (e.g., this involves being a good listener, not being judgmental, not prying, and being willing to share experiences as appropriate)


THANK YOU ALL FOR COMING. THERE'S NO SPECIFIC AGENDA FOR THIS MEETING...
AS USUAL, WE'LL JUST MAKE UNRELATED EMOTIONAL STATEMENTS ABOUT THINGS WHICH BOTHER US. I'LL KICK IT OFF...
THERE'S NEVER TIME TO GET ANY WORK DONE AROUND HERE!!

“*Another* meeting? There goes the last lunch break I could have taken this school year”

BEST COPY AVAILABLE

Differences as a Problem

In pursuing school-community partnerships, staff must be sensitive to a variety of human, school, community, and institutional differences and learn strategies for dealing with them. With respect to working with youngsters and their parents, staff members encounter differences in

sociocultural and economic background and current lifestyle
primary language spoken
skin color
sex
motivation for help

and much more.

Comparable differences are found in working with each other.

In addition, there are differences related to power, status, and orientation.

And, for many newcomers to a school, the culture of schools in general and that of a specific school and community may differ greatly from other settings where they have lived and worked.

For staff, existing differences may make it difficult to establish effective working relationships with youngsters and others who effect the youngster. For example, many schools do not have staff who can reach out to those whose primary language is Spanish, Korean, Tagalog, Vietnamese, Cambodian, Armenian, and so forth. And although workshops and presentations are offered in an effort to increase specific cultural awareness, what can be learned in this way is limited, especially when one is in a school of many cultures.

There also is a danger in prejudgments based on apparent cultural awareness. There are many reports of students who have been victimized by professionals who are so sensitized to cultural differences that they treat fourth generation Americans as if they had just migrated from their cultural homeland. Obviously, it is desirable to hire staff who have the needed language skills and cultural awareness and who do not rush to prejudge.

Given the realities of budgets and staff recruitment, however, schools and agencies cannot hire a separate specialist for all the major language, cultural, and skin color differences that exist in a school and community.

Nevertheless, the objectives of accounting for relevant differences while respecting individuality can be appreciated and addressed.

Differences as a Barrier

"You don't know what it's like to be poor."

"You're the wrong color to understand."

"You're being culturally insensitive."

"How can a woman understand a male student's problems?"

"Male therapists shouldn't work with girls who have been sexually abused."

"I never feel that young professionals can be trusted."

"Social workers (nurses/MDs/ psychologists/teachers) don't have the right training to help these kids."

"How can you expect to work effectively with school personnel when you understand so little about the culture of schools and are so negative toward them and the people who staff them?"

"If you haven't had alcohol or other drug problems, you can't help students with such problems."

"If you don't have teenagers at home, you can't really understand them."

"You don't like sports! How can you expect to relate to teenagers?"

You know, it's a tragedy in a way
that Americans are brought up to think
that they cannot feel
for other people and other beings
just because they are different.
Alice Walker

BEST COPY AVAILABLE

As part of a working relationship, differences can be complementary and helpful – as when staff from different disciplines work with and learn from each other.

> Differences become a barrier to establishing effective working relationships when negative attitudes are allowed to prevail. Interpersonally, the result generally is conflict and poor communication.

For example, differences in status, skin color, power, orientation, and so forth can cause one or more persons to enter the situation with negative (including competitive) feelings. And such feelings often motivate conflict.

Many individuals (students, staff) who have been treated unfairly, been discriminated against, been deprived of opportunity and status at school, on the job, and in society use whatever means they can to seek redress and sometimes to strike back. Such an individual may promote conflict in hopes of correcting power imbalances or at least to call attention to a problem.

Often, however, power differentials are so institutionalized that individual action has little impact.

It is hard and frustrating to fight an institution.

It is much easier and immediately satisfying to fight with other individuals one sees as representing that institution.

However, when this occurs where individuals are supposed to work together, those with negative feelings may act and say things in ways that produce significant barriers to establishing a working relationship. Often, the underlying message is "you don't understand," or worse yet "you probably don't want to understand." Or, even worse, "you are my enemy."

It is unfortunate when such barriers arise between students and those trying to help them; it is a travesty when such barriers interfere with the helpers working together effectively. Staff conflicts detract from accomplishing goals and contribute in a major way to "burn out."

Exhibit

Understanding Barriers to Effective Working Relationships

Barriers to Motivational Readiness

Efforts to create readiness for change can build consensus but can't mobilize everyone. Some unmobilized individuals simply will not understand proposed changes. More often, those who do not support change are motivated by other considerations.

Individuals who value the current state of affairs and others who don't see the value of proposed changes can be expected to be apathetic and reluctant and perhaps actively resistant from the outset. The same is true for persons who expect that change will undermine their status or make unwanted demands on them. (And as the diffusion process proceeds, the positive motivation of others may subside or may even become negative if their hopes and positive expectations are frustrated or because they find they are unable to perform as other expect them to. This is especially apt to occur when unrealistic expectations have been engendered and not corrected.)

It is a given that individuals who are not highly motivated to work productively with others do not perform as well as they might. This is even more true of individuals with negative attitudes. The latter, of course, are prime candidates for creating and exacerbating problems. It is self-defeating when barriers arise that hinder stakeholders from working together effectively. And conflicts contribute to collaborative failure and burn out.

In encounters with others in an organization, a variety of human, community, and institutional *differences* usually can be expected. Moreover, organizational settings foster an extensive range of interpersonal *dynamics*. Certain dynamics and differences motivate patterns of poor communication, avoidance, and conflict.

Differences & Dynamics

Differences that may become sources of unproductive working relationships include variations in sociocultural and economic background, current lifestyle, primary language spoken, skin color, gender, power, status, intervention orientation, and on and on. Many individuals (students, parents, staff) who have been treated unfairly, discriminated against, or deprived of opportunity and status at school, on the job, and in society use whatever means they can to seek redress and sometimes to strike back. Such individuals may promote conflict in hopes of correcting long-standing power imbalances or to call attention to other problems. And even when this is not so and even when there are no other serious barriers initially, common dynamics arise as people work together. Examples of interfering dynamics include excessive dependency and approval seeking, competition, stereotypical thinking and judgmental bias, transference and counter-transference, rescue-persecution cycles, resistance, reluctance, and psychological withdrawal.

Differences and dynamics become barriers to effective working relationships with colleagues and clients when they generate negative attitudes that are allowed to prevail. Fortunately, many barriers are preventable and others can be dealt with quickly if appropriate problem solving mechanisms are in place. Thus, a central focus in designing strategies to counter problems involves identifying how to address the motivational barriers to establishing and maintaining productive working relationships.

Reactions to Shifts in Power

In discussing power, theoreticians distinguish "power over" from "power to" and "power from." *Power over* involves explicit or implicit dominance over others and events; *power to* is seen as increased opportunities to act; *power from* implies ability to resist the power of others.*

(cont.)

Exhibit (cont.)

Understanding Barriers to Effective Working Relationships

Efforts to restructure schools often are designed to extend the idea of "power to" by "empowering" all stakeholders.

Unfortunately, the complexities of *empowerment* have not been well addressed (e.g., distinctions related to its personal and political facets). As practiced, empowerment of some seems to disempower others. That is, empowering one group of stakeholders usually reduces the political power of another. On a personal level, empowering some persons seems to result in others *feeling* disempowered (and thus feeling threatened and pushed or left out). For example, individuals whose position or personal status in an organization has endowed them with power are likely to feel disempowered if their control or influence over activities and information is reduced; others feel disempowered simply by no longer being an "insider" with direct connections to key decision makers. And often, individuals who express honest concerns or doubts about how power is being redistributed may be written off as resistant.[**]

Another concern arises from the fact that the acquisition of power may precede the ability to use it effectively and wisely. To counter this, stakeholder development is an essential component of empowerment during the diffusion process.

Problems stemming from power shifts may be minimized. The time to begin is during the readiness phase of the diffusion process. Those who are to share power must be engaged in negotiations designed to ease the transition; at the same time, those who will be assuming power must be engaged in specific developmental activity. Ultimately, however, success in countering negative reactions to shifts in power may depend on whether the changes help or interfere with building a sense of community (a sense of relatedness and interdependence).

Faulty Infrastructure Mechanisms

Most models for restructuring education call for revamping existing organizational and programmatic infrastructures (e.g., mechanisms for governance, planning and implementation, coordination). Temporary mechanisms also are established to facilitate diffusion (e.g., steering and change teams). A well functioning infrastructure prevents many problems and responds effectively to those that do arise. An early focus of diffusion is on ensuring that the institutionalized and temporary infrastructure mechanisms are appropriately designed and functioning. The work of the change team and those who implement stakeholder development is essential in this regard. Each infrastructure mechanism has a role in building positive working relationships and in anticipating, identifying, and responding to problems quickly. Persons staffing the infrastructure must learn to perform specific functions related to these concerns. Members of the change team must monitor how well the infrastructure is functioning with regard to these concerns and take steps to address deficiencies.

[*] In What's wrong with empowerment (*American Journal of Community Psychology, 21*), S. Riger (1993) notes: "the concept of empowerment is sometimes used in a way that confounds a sense of efficacy or esteem (part of "power to") with that of actual decision-making control over resources ("power over"). Many intervention efforts aimed at empowerment increase people's power to act, for example, by enhancing their self-esteem, but do little to affect their power over resources and policies."

[**] Riger also cautions: "If empowerment of the disenfranchised is the primary value, then what is to hold together societies made up of different groups? Competition among groups for dominance and control without the simultaneous acknowledgement of common interests can lead to a conflict like we see today in the former Yugoslavia. . . . Does empowerment of disenfranchised people and groups simultaneously bring about a greater sense of community and strengthen the ties that hold our society together,or does it promote certain individuals or groups at the expense of others, increasing competitiveness and lack of cohesion?"

Overcoming Barriers Related to Differences

BEST COPY AVAILABLE

When the problem is **only** one of poor skills, it is relatively easy to overcome. Most motivated professionals can be directly taught ways to improve communication and avoid or resolve conflicts that interfere with working relationships.

There are, however, no easy solutions to overcoming deeply embedded negative attitudes. Certainly, a first step is to understand that the nature of the problem is not differences per se but negative perceptions stemming from the politics and psychology of the situation.

It is these perceptions that lead to

(1) prejudgments that a person is bad because of an observed difference

and

(2) the view that there is little to be gained from working with that person.

Thus, minimally, the task of overcoming negative attitudes interfering with a particular working relationship is twofold.

To find ways

(1) to counter negative prejudgments (e.g., to establish the credibility of those who have been prejudged)

and

(2) to demonstrate there is something of value to be gained from working together.

Building Rapport and Connection

To be effective in working with another person (student, parent, staff), you need to build a positive relationship around the **tasks** at hand.

Necessary ingredients in building a working relationship are

- minimizing negative prejudgments about those with whom you will be working
- taking time to make connections
- identifying what will be gained from the collaboration in terms of mutually desired outcomes -- to clarify the value of working together
- enhancing expectations that the working relationship will be productive -- important here is establishing credibility with each other
- establishing a structure that provides support and guidance to aid task focus
- periodic reminders of the positive outcomes that have resulted from working together

With specific respect to **building relationships** and **effective communication**, three things you can do are:

- convey empathy and warmth (e.g., the ability to understand and appreciate what the individual is thinking and feeling and to transmit a sense of liking)
- convey genuine regard and respect (e.g., the ability to transmit real interest and to interact in a way that enables the individual to maintain a feeling of integrity and personal control)
- talk with, not at, others -- active listening and dialogue (e.g., being a good listener, not being judgmental, not prying, sharing your experiences as appropriate and needed)

Finally, watch out for ego-oriented behavior (yours and theirs) -- it tends to get in the way of accomplishing the task at hand.

BEST COPY AVAILABLE

Accounting for Cultural, Racial, and Other Significant Individual and Group Differences

All interventions to address barriers to learning and promote healthy development must consider significant individual and group differences.

In this respect, discussions of diversity and cultural competence offer some useful concerns to consider and explore. For example, the Family and Youth Services Bureau of the U.S. Department of Health and Human Services, in a 1994 document entitled *A Guide to Enhancing the Cultural Competence of Runaway and Homeless Youth Programs,* outlines some baseline assumptions which can be broadened to read as follows:

> Those who work with youngsters and their families can better meet the needs of their target population by enhancing their competence with respect to the group and its intragroup differences.
>
> Developing such competence is a dynamic, on-going process -- not a goal or outcome. That is, there is no single activity or event that will enhance such competence. In fact, use of a single activity reinforces a false sense of that the "problem is solved."
>
> Diversity training is widely viewed as important, but is not effective in isolation. Programs should avoid the "quick fix" theory of providing training without follow-up or more concrete management and programmatic changes.
>
> Hiring staff from the same background as the target population does not necessarily ensure the provision of appropriate services, especially if those staff are not in decision-making positions, *or* are not themselves appreciative of, or respectful to, group and intragroup differences.
>
> Establishing a process for enhancing a program's competence with respect to group and intragroup differences is an opportunity for positive organizational and individual growth.

(cont.)

The Bureau document goes on to state that programs:

> are moving from the individually-focused "medical model" to a clearer understanding of the many external causes of our social problems ... why young people growing up in intergenerational poverty amidst decaying buildings and failing inner-city infrastructures are likely to respond in rage or despair. It is no longer surprising that lesbian and gay youth growing up in communities that do not acknowledge their existence might surrender to suicide in greater numbers than their peers. We are beginning to accept that social problems are indeed more often the problems of society than the individual.
>
> These changes, however, have not occurred without some resistance and backlash, nor are they universal. Racism, bigotry, sexism, religious discrimination, homophobia, and lack of sensitivity to the needs of special populations continue to affect the lives of each new generation. Powerful leaders and organizations throughout the country continue to promote the exclusion of people who are "different," resulting in the disabling by-products of hatred, fear, and unrealized potential.
>
> ... We will not move toward diversity until we promote inclusion ... Programs will not accomplish any of (their) central missions unless ... (their approach reflects) knowledge, sensitivity, and a willingness to learn.

In their discussion of "The Cultural Competence Model," Mason, Benjamin, and Lewis* outline five cultural competence values which they stress are more concerned with behavior than awareness and sensitivity and should be reflected in staff attitude and practice and the organization's policy and structure. In essence, these five values are

(1) *Valuing Diversity* -- which they suggest is a matter of framing cultural diversity as a strength in clients, line staff, administrative personnel, board membership, and volunteers.

(2) Conducting Cultural Self-Assessment -- to be aware of cultural blind spots and ways in which one's values and assumptions may differ from those held by clients.

(3) *Understanding the Dynamics of Difference* -- which they see as the ability to understand what happens when people of different cultural backgrounds interact.

(4) *Incorporating Cultural Knowledge* -- seen as an ongoing process.

(5) *Adapting to Diversity* -- described as modifying direct interventions and the way the organization is run to reflect the contextual realities of a given catchment area and the sociopolitical forces that may have shaped those who live in the area.

*In *Families and the Mental Health System for Children and Adolescence*, edited by C.A. Heflinger & C.T. Nixon (1996). CA: Sage Publications.

One Other Observation

Finally, it is essential to remember that **individual differences** are the most fundamental determinant of whether a good relationship is established. This point was poignantly illustrated by the recent experience of the staff at one school.

> A Korean student who had been in the U.S.A. for several years and spoke comprehensible English came to the center seeking mental health help for a personal problem. The center's policy was to assign Korean students to Asian counselors whenever feasible. The student was so assigned, met with the counselor, but did not bring up his personal problem. This also happened at the second session, and then the student stopped coming.
>
> In a follow-up interview conducted by a nonAsian staff member, the student explained that the idea of telling his personal problems to another Asian was too embarrassing.
>
> Then, why had he come in the first place?
>
> Well, when he signed up, he did not understand he would be assigned to an Asian; indeed, he had expected to work with the "blue-eyed counselor" a friend had told him about.

A Few References Related to Working Relationships

J.K. Brilhart & G.J. Galanes (1995). *Effective Group Discussion* (8th ed.). Madison, WI: WCB Brown & Benchmark.

J.L. Epstein (1995). School/Family/Community Partnerships: Caring for the Children We Share. *Phi Delta Kappan, 76*, 701-713.

K. Hooper-Briar & H.A. Lawson (1994) *Serving children, Youth and Families Through Interprofessional Collaboration and Service Integration: A Framework for Action.* Oxford, OH: Danforth Foundation and the Institute for Educational Renewal at Miami University.

K. Hooper-Briar & H.A. Lawson (Eds.) (1996). *Expanding Partnerships for Vulnerable Children, Youth, and Families.* Alexandria, VA: Council on Social Work Education.

A. Melaville & M. Blank (1991). *What It Takes: Structuring Interagency Partnerships to Connect Children and Families with Comprehensive Services.* Washington, D.C.: Education and Human Services Consortium.

F. Rees (1993). *25 Activities for Teams.* San Diego CA: Pfeiffer & Co.

L. Rosenblum, M.B. DiCecco, L. Taylor, & H.S. Adelman (1995). Upgrading school support programs through collaboration: Resource Coordinating Teams. *Social Work in Education, 17*, 117-124.

S.A. Rosenfield & T.A. Gravois (1996). *Instructional Consultation Teams: Collaborating for Change.* New York: Guilford.

BEST COPY AVAILABLE

We hope you found this to be a useful resource.
There's more where this came from!

This packet has been specially prepared by our Clearinghouse. Other Introductory Packets and materials are available. Resources in the Clearinghouse are organized around the following categories.

Systemic Concerns

! Policy issues related to mental health in schools
! Mechanisms and procedures for program/service coordination
    •Collaborative Teams
    •School-community service linkages
    •Cross disciplinary training and interprofessional education
! Comprehensive, integrated programmatic approaches (as contrasted with fragmented, categorical, specialist oriented services)
! Issues related to working in rural, urban, and suburban areas
! Restructuring school support service
    •Systemic change strategies
    •Involving stakeholders in decisions
    •Staffing patterns
    •Financing
    •Evaluation, Quality Assurance
    •Legal Issues
! Professional standards

Programs and Process Concerns

! Clustering activities into a cohesive, programmatic approach
    •Support for transitions
    •Mental health education to enhance healthy development & prevent problems
    •Parent/home involvement
    •Enhancing classrooms to reduce referrals (including prereferral interventions)
    •Use of volunteers/trainees
    •Outreach to community
    •Crisis response
    •Crisis and violence prevention (including safe schools)
! Staff capacity building & support
    •Cultural competence
    •Minimizing burnout
! Interventions for student and family assistance
•Screening/Assessment
    •Enhancing triage & ref. processes
    •Least Intervention Needed
•Short-term student counseling
    •Family counseling and support
    •Case monitoring/management
    •Confidentiality
    •Record keeping and reporting
    •School-based Clinics

Psychosocial Problems

! Drug/alcohol abuse
! Depression/suicide
! Grief
! Dropout prevention
! Gangs
! School adjustment (including newcomer acculturation)
! Pregnancy prevention/support
! Eating problems (anorexia, bulimia)
! Physical/Sexual Abuse
! Neglect
! Gender and sexuality
! Self-esteem
! Relationship problems
! Anxiety
! Disabilities
! Reactions to chronic illness
! Learning, attention & behavior problems

Mental Health in Schools Center Training and Technical Assistance

From the Center's Clearinghouse...

Thank you for your interest and support of the Center for Mental Health in Schools. You have just downloaded one of the packets from our clearinghouse. Packets not yet available on-line can be obtained by calling the Center (310)825-3634.

We want your feedback! Please rate the material you downloaded:

How well did the material meet your needs? *Not at all* *Somewhat* *Very much*

Should we keep sending out this material? *No* *Not sure* *Yes*

Please indicate which if any parts were more helpful than others.

In general, how helpful are you finding the Website? *Not at all* *Somewhat* *Very Much*

If you are receiving our monthly ENEWS, how helpful are you finding it?
Not at all *Somewhat* *Very Much*

Given the purposes for which the material was designed, are there parts that you think should be changed? (Please feel free to share any thoughts you have about improving the material or substituting better material.)

We look forward to interacting with you and contributing to your efforts over the coming years. Should you want to discuss the center further, please feel free to call (310)825-3634 or e-mail us at smhp@ucla.edu

Send your responce to:
School Mental HealthProject,
UCLA Dept of Psychology
405 Hilgard Ave.
Los Angeles, CA 90095-1563

The Center is co-directed by Howard Adelman and Linda Taylor and operates under the auspices of the School Mental Health Project, Dept. of Psychology, UCLA, Los Angeles, CA 90095-1563 -- Phone: (310) 825-3634.

CMHS SAMHSA

Support comes in part from the Office of Adolescent Health, Maternal and Child Health Bureau (Title V, Social Security Act), Health Resources and Services Administration (Project #U93 MC 00175) with co-funding from the Center for Mental Health Services, Substance Abuse and Mental Health Services Administration. Both are agencies of the U.S. Department of Health and Human Services.

HRSA

BEST COPY AVAILABLE

U.S. Department of Education
Office of Educational Research and Improvement (OERI)
National Library of Education (NLE)
Educational Resources Information Center (ERIC)

NOTICE

Reproduction Basis

☒ This document is covered by a signed "Reproduction Release (Blanket)" form (on file within the ERIC system), encompassing all or classes of documents from its source organization and, therefore, does not require a "Specific Document" Release form.

☐ This document is Federally-funded, or carries its own permission to reproduce, or is otherwise in the public domain and, therefore, may be reproduced by ERIC without a signed Reproduction Release form (either "Specific Document" or "Blanket").

EFF-089 (1/2003)